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# Idaho Department of Parks & Recreation



## State Park Master Plan Guidelines

The Purpose, Process and Product

Comprehensive Planning Section  
May 2001

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## **The Idaho Department of Parks and Recreation mission as defined by the Idaho Legislature**

To formulate and put into execution a long-range, comprehensive plan and program for the acquisition, planning, protection, operation, maintenance, development and wise use of areas of scenic beauty, recreational utility, historic, archaeological or scientific interest, to the end that the health, happiness, recreational opportunities, and wholesome enjoyment of life of the people may be further encouraged.

**Idaho Department of Parks & Recreation**

**State Park**

**Master Plan Guidelines**

**The Purpose, Process and Product**



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## PREFACE

All park activities—natural resource management, development, visitor use, etc.—are developed and authorized under the umbrella of the park master plan. The master plan provides overarching guidance to the park for what to do, where to do it, and on what scale. Specific information and direction on when and where to do it, how to do it and within what limits, are found in implementation plans. These include the resource management plan; visitors’ experience/customer service plan; operations and facilities plan; and park marketing plan.

A master plan is not a stand-alone document. It must operate within a larger framework and cannot be developed in a vacuum. To assure compliance, compatibility and a coordinated effort, the proposals outlined in a master plan must be formulated in concert with both internal and external mandates. Internal mandates include the department’s mission statement, Board policy and the department’s strategic plan. External mandates consist of the goals, objectives, regulatory policies, and ordinances of overlapping jurisdictional entities.

The master plan product is the result of a comprehensive and systematic effort to identify and evaluate all the natural and/or cultural resources of a site; to identify the concerns or interests of a park’s many publics; and to formulate recommendations for future land acquisition, utilization and development. The process employed to develop master plans assures that future decisions and policies for a given site are based on the site’s resources and potentials.

The Idaho Department of Parks & Recreation is a steward of park lands as a public trust. The process utilized and actions proposed by a master plan should be timely, credible, realistic, justifiable, and operationally sound.




# chapter 1 - policy

Park and Recreation Planning and Development in Idaho ..... 3

    Authority ..... 3

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“Would you tell me, please, which way I ought to go from here?” asked Alice. “That depends a good deal on where you want to get to,” said the Cat.

Lewis Carroll

“Alice’s Adventures in Wonderland”





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## POLICY

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### PARK AND RECREATION PLANNING AND DEVELOPMENT IN IDAHO—AN OVERVIEW

#### Authority

In 1965, the Idaho State Legislature enacted legislation creating the Idaho Department of Parks and Recreation (IDPR). The legislation reads, in part:

*“It is the intent of the Legislature that the Department of Parks and Recreation shall formulate and put into execution a long range, comprehensive plan and program for the acquisition, planning, protection, operation, maintenance, development and wise use of areas of scenic beauty, recreational utility, historic, archeological or scientific interest, to the end that the health, happiness, recreational opportunities and wholesome enjoyment of life of the people may be further encouraged.”*

The Idaho Park and Recreation Board is responsible for administering, conducting and supervising the IDPR. The Legislature has given the Board the power to:

- § Make expenditures for the acquisition, care, control, supervision, improvement, development, extension, and maintenance of all lands under the control of the department.
- § Appoint local or regional advisory councils to consider, study, and advise the department in the development, use and maintenance of any areas to be considered as future park sites.
- § Cooperate with the federal government and local governments of the state for the purpose of acquiring, developing, extending or maintaining lands which are designated as state parks.
- § Construct, lease or otherwise establish public park or recreational facilities and services, and charge and collect reasonable fees to operate these facilities and services.
- § Apply to any appropriate agency or officer of the federal government for aid from any federal program respecting outdoor recreation, and obligate the state regarding the responsible management of any federal funds transferred to it for the purpose of federal enactment.

#### Policy

The Idaho Park and Recreation Board has established operational policies to guide IDPR staff in the acquisition, planning, development, and protection of land for public outdoor recreation use. They are as follows:

*Acquisition.* Acquisition of recreation lands is vital to the state park system and should occur in tandem with the needs of a growing population. Public use of these acquired areas should be made possible as soon as the department is able.

*Planning.* Few responsibilities of a state park system are more important than planning. To ensure people’s recreating needs will be met by the state park system, there should be current and advance planning for recreation facilities and services. Such planning shall follow the *Master Plan Guidelines* document adopted by the



Board. Planning shall be in conformance with the Idaho Statewide Comprehensive Outdoor Recreation and Tourism Plan (SCORTP).

A state park classification system has been adopted to aid in the proper planning, development, and management of park lands. Current classifications are identified in the *State Park Classification and Resource Area Designation System*. The resource area designations, contained within this document, determine the appropriate levels of development/activity or protection on all lands within the park.

In all stages of planning, and in the allotment of priorities, the use of existing water-based areas for recreational development shall be emphasized.

The department shall plan for appropriate conservation-education facilities and activities that will enhance the public's use and enjoyment of the system.

The department shall plan for creative and informative interpretive programs. In the planning, development, and implementation of interpretive programs, the department shall identify and emphasize the values which are of primary importance for each park.

*Development.* Services and facilities shall be in accordance with the Operations and Facilities Plan and classification for use and development of each park. Considerations for facilities and service shall be:

1. Within the park system, provision shall be made for a wide range of interests and activities enjoyed by Idaho residents and tourists.
2. Each park will be developed for as many activities as is consistent with its classification, and will be managed to insure the wise use and protection of the facility or resource.
3. To allow full park use by individuals who may or may not own recreational equipment, IDPR may consider the rental and sale of items appropriate in parks.
4. Park facilities developed to facilitate service and provide recreational opportunity shall be architecturally suited to the theme and purpose of the park.
5. No facilities or services shall be permitted within a park which encourages or contributes to rapid deterioration of the park environment or adjacent property.

*Protection.* Lands acquired for the state park system should remain dedicated to that use and protected against exploitation.

### Direction

On August 4, 2000, the Idaho Park and Recreation Board approved "*Horizons: Strategic Direction for the Idaho Department of Parks and Recreation 2001-2005.*" The "preferred future" presented in the strategic plan provides a 20-year vision for the agency. The plan contains 58 goals in 9 strategic areas to guide the agency through the first 5-years of that vision. Throughout the life of this strategic plan, staff are directed to place emphasis on projects that implement goals in the following areas:

1. Natural Resource and Historic Preservation Stewardship – Those projects that protect and make available to the public premier examples of natural, historic and cultural resources.
2. Community Relations and Public Satisfaction – Those projects that assist in implementing the strategic goals that provide satisfaction to our customers and communities.
3. Human Resources – Those projects that enable IDPR to attract and keep skilled



- and motivated people (employees and volunteers).
- 4. Revenue Enhancement – Those projects that provide revenue to assist in meeting the operational needs of the department.
- 5. Recreation Opportunities – Those projects that provide recreational opportunities or access to those opportunities.
- 6. Facilities – Those projects that maintain and enhance our aging infrastructure as well as develop new park areas and facilities for the increasing demands of Idaho’s population growth and nonresident visitors.
- 7. Leadership – Those projects that allow the agency to take an active role as an innovator in outdoor recreation.
- 8. Marketing, Public Information and Education – Those projects that provide or assist in the provision of interpretation, education or information about Idaho’s recreational, natural, historical and cultural resources.
- 9. Process Improvement – Those projects that assess operational impacts, provide efficiency and assist in meeting the public’s current and future needs.

The State Comprehensive Outdoor Recreation and Tourism Plan (SCORTP) has established areas of emphasis which provide guidance to IDPR and other outdoor recreation providers in the development of outdoor recreation programs and facilities. The 1998 SCORTP identifies the following areas of emphasis:


- 1. Agency and other planning efforts should consider the guidance provided in the State Comprehensive Outdoor Recreation/Tourism Plan.
- 2. Updates of SCORTP should consider guidance provided by agency and other planning efforts.
- 3. Continue the cooperation between the Idaho Recreation/Tourism Initiative Partners, the State Travel Council, the Idaho Rural Partnership and other statewide entities interested in the recreation/tourism field.
- 4. Strengthen the role of the Regional Travel Councils for coordinating recreation/tourism policies and actions at the local level. Encourage the focus on integrating recreation initiatives with rural tourism efforts as outlined in the Idaho Rural Tourism Development Plan and the General Community Programs.
- 5. Maintain public access to public recreation/tourism opportunities.
- 6. Promote and provide for the safe and enjoyable use of public recreation/tourism facilities and opportunities.
- 7. Comply with the “Americans with Disabilities Act” requirements to make facilities accessible to all people.
- 8. Consider opportunities to disperse use from the more heavily used areas to more lightly used areas. Consider marketing lightly used areas and demarketing over used areas.
- 9. Simplify the user fee system to make public participation easy.
- 10. Look for ways to finance recreation facility needs beyond the traditional governmental budget appropriation process.
- 11. Resolve conflicts between user groups. Consider improved signing, public information programs on etiquette, facilitating better communications between client groups and providing more facilities.
- 12. Consider providing more recreation facilities close to population centers.
- 13. Consider new state park sites in southeastern and southwestern Idaho.
- 14. Consider expanding state park campsites in Northern Idaho.
- 15. Complete the Idaho Wetlands Classification map.



# chapter 2 -purpose

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Guidelines ..... 7



"Y ou've got to be very careful if you  
don't know where you are going, be-  
cause you might not get there."  
Y ogi Berra



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## THE PURPOSE

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### MASTER PLAN

The park master plan is a multi-purpose document used by park managers, region managers, park development staff, the director, the Idaho Park & Recreation Board, state legislators, the Governor=s staff and others in long-range development, operation and fiscal planning. It sets forth and forms the basis from which detailed plans and specifications for actual park development and operations are prepared. It synthesizes and articulates the best ideas of park and planning staff, local government, the community, special interest groups, adjacent landowners, and park customers. Through the public participation process utilized in its development, a master plan also helps the agency understand people=s concerns and expectations, obtain needed information, identify potential controversy and improve decision-making.

The intent of a master plan is to provide a flexible guideline that is able to accommodate unanticipated events and pressures that will undoubtedly surface over the document=s 20-year life span.

### GUIDELINES

Master plan guidelines are needed to ensure consistency of content and format in all park master plans within the Idaho State Parks system. The guidelines also delineate a time line that can facilitate production of two master plan documents per year.

The participants and responsible parties involved in the planning process are identified in the master plan guidelines, as is the process necessary to produce a master plan. It is intended that the guidelines be specific enough to allow production of a master plan document by a consultant, with minimal supervision by staff.

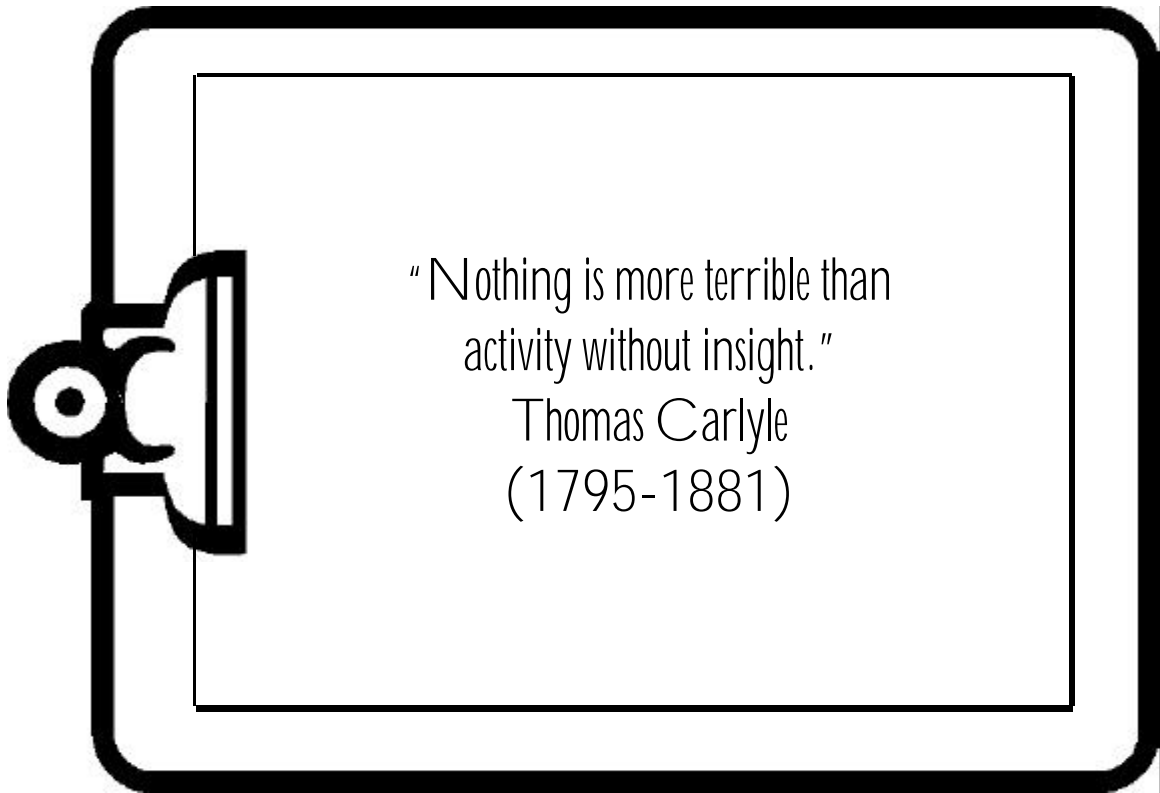


# chapter 3 - plan prioritization

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Park Master Plan Prioritization Process Worksheet ..... Table 3.1

Master Plan Priority Ranking Form ..... Table 3.2



“Nothing is more terrible than  
activity without insight.”  
Thomas Carlyle  
(1795-1881)



PLAN PRIORITIZATION

PRIORITIZATION PROCESS

In concert with the master plan guidelines, a master plan priority ranking formula has been developed to determine the sequence of master plans. Using this formula, each park is rated by the Director, Deputy Director, Region Managers, Development Bureau Chief, Comprehensive Planning Supervisor and each of the six Park & Recreation Board members on a scale of 0-5 utilizing the following criteria:

- 1. Age of GDP/Master Plan: How long has it been since the last master plan (MP) was completed?  
0 = 0-5 yrs., 1 = 6-10 yrs., 2 = 11-15 yrs., 3 = 16-20 yrs., 4 = 21-25 yrs., 5 = no plan.
- 2. Natural & Cultural Resources/Wildlife: Are the natural and cultural resources or wildlife of the unit being negatively impacted by current visitation or land use? Sliding Scale: 0 = Low 5 = High
- 3. Development/Use Delays: Is a major proposed development or use of the unit being delayed by the absence of a master plan?  
Sliding Scale: 0 = Low 5 = High
- 4. Opportunity: Will the absence of a master plan cause this unit to miss or respond poorly to a current window of opportunity?  
Sliding Scale: 0 = Low 5 = High
- 5. User Conflicts: Is the unit currently experiencing significant user conflicts that would be addressed by a master plan? Sliding Scale: 0 = Low 5 = High
- 6. Special Interest: Is the department receiving pressure from special interests to produce a master plan for this unit? Sliding Scale: 0 = Low 5 = High
- 7. Regional Plan/Adjacent Development: Should the timing of a master plan for this unit be accelerated in response to an upcoming regional planning effort or development plans for properties adjacent to the unit?  
Sliding Scale: 0 = Low 5 = High
- 8. Concurrent Plan: Should the timing for a master plan for this unit be accelerated so it can proceed concurrently with another internal/external planning effort, e.g., a natural resource management plan, interpretive plan, adjacent property development plan, etc? Sliding Scale: 0 = Low 5 = High
- 9. Discretionary Points: Five (5) additional points to be used, by the rater, wherever extra weight is desired for a park master plan.

The master plan prioritization process is revisited every two years to ensure the most critical needs for master plans are addressed. Prior to re-ranking of master plan prioritization, a worksheet is sent to all park managers, requesting their input on the above ranking criteria. A copy of that worksheet is attached as Table 3.1. A packet containing a compilation of these responses is sent to all raters, assuring that all have access to a brief description of the current status of each park, with regard to the master plan rating criteria. A sample IDPR Master Plan Priority Ranking sheet follows as Table 3.2.



# Park Master Plan Prioritization Process Worksheet

Table  
3.1

Every two years the Comprehensive Planning Section uses an established process (outlined in the *IDPR State Park Master Plan Guidelines*) to determine the parks within the system that are most in need of a master plan or an update to an existing master plan. Once prioritized, this information is published in the agency’s *Five-Year Needs Assessment Plan*, and is utilized to establish the Comprehensive Planning Section’s Performance Plan.

A criteria-based priority ranking formula has been developed to determine the sequence of park master plan production. Using this formula, each park is rated by the Director, Deputy Director, Region Managers, Development Bureau Chief, and Comprehensive Planning Supervisor and each of the six Idaho Park & Recreation Board members. It is important that all raters have pertinent, current, and accurate information (related to the rating criteria) to utilize in their decision-making.

To achieve this, we are asking all park managers to prepare a 1-page information sheet focusing on the eight master plan prioritization rating criteria. Please number your responses to correspond with the criteria that are listed below. **Please submit your response (in e-format) to \_\_\_\_\_ by \_\_\_\_\_.**

The information sheets will be compiled into a packet that will be provided to each rater. Thank you for your assistance in making the upcoming prioritization effort as fact-based as possible. If you have any questions regarding this request for assistance, please contact \_\_\_\_\_ at 334-4180 ext. \_\_\_\_.

**Master Plan Prioritization Rating Criteria**

1. Age of GDP/Master Plan: How long has it been since the last master plan was completed?
2. Natural & Cultural Resources/Wildlife: Are the natural and cultural resources or wildlife of the unit being negatively impacted by current visitation or land use?
3. Development/Use Delays: Is a major proposed development or use of the unit being delayed by the absence of a master plan?
4. Opportunity: Will the absence of a master plan cause this unit to miss or respond poorly to a current window of opportunity?
5. User Conflicts: Is the unit currently experiencing significant user conflicts that would be addressed by a master plan?
6. Special Interest: Is the department receiving pressure from special interests to produce a master plan for this unit?
7. Regional Plan/Adjacent Development: Should the timing of a master plan for this unit be accelerated in response to an upcoming regional planning effort or development plans for properties adjacent to the unit?
8. Concurrent Plan: Should the timing for a master plan for this unit be accelerated so it can proceed concurrently with another internal/external planning effort, e.g., a natural resource management plan, interpretive plan, adjacent property development plan, etc?






# Idaho Department of Parks & Recreation Master Plan Priority Ranking Form

**Table  
3.2**

Date: June 2001		Prioritized Rankings (Based on Previously Outlined Criteria)																
Park Units		Last GDP Approval Date	Directors' Priorities	Deputy Directors' Priorities	Hegon Mgrs' Priorities	Development Priorities	Chiefs Priorities	Comp Plannin's Priorities	Region I Board Member	Region II Board Member	Region III Board Member	Region IV Board Member	Region V Board Member	Region VI Board Member	Total Points Awarded	Divided by # of Raters	Average Priority Ranking	Order of MP Development
	Ashton-Tetonia Trail														0	11	0	
	Barber Pool Natural Area														0	11	0	
	Bear Lake	11/9/79													0	11	0	
	Box Canyon														0	11	0	
	Bruneau Dunes														0	11	0	
	Cascade	Jun-91													0	11	0	
	City of Rocks	2/1/96													0	11	0	
	Coeur d'Alene Parkway														0	11	0	
	Dworshak														0	11	0	
	Eagle Island	8/1/00													0	11	0	
	Farragut	2/12/75													0	11	0	
	Harriman	11/6/80													0	11	0	
	Hells Gate														0	11	0	
	Henry's Lake														0	11	0	
	Heyburn	11/3/89													0	11	0	
	Land of the Yankees Fork														0	11	0	
	Lucky Peak														0	11	0	
	Malad Gorge	7/24/75													0	11	0	
	Mary Minerva McCroskey	6/18/93													0	11	0	
	Massacre Rocks														0	11	0	
	Mesa Falls														0	11	0	
	Mowry	5/15/87													0	11	0	
	Niagara Springs														0	11	0	
	Old Mission	8/4/99													0	11	0	
	Ponderosa	6/23/94													0	11	0	
	Priest Lake	7/22/88													0	11	0	
	Round Lake														0	11	0	
	Three Island Crossing														0	11	0	
	Trail of the Coeur d'Alenes														0	11	0	
	Walcott														0	11	0	
	Winchester Lake														0	11	0	

# chapter 4 - planning parameters

Preliminary Policy Statements ..... 13



“Organizations that focus their best ener-  
gies on rowing rarely do much steering.  
They develop ‘tunnel vision’.” David  
Osborne and Ted Gaebler  
“Reinventing Government”



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## PLANNING PARAMETERS

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### PRELIMINARY POLICY STATEMENTS

Prior to beginning the planning process, preliminary policy statements are developed to guide participants, outline planning goals, establish limits, and to provide a yardstick to measure the success of the final product. The following policy statements are standard guiding principles that are included in all master plans:

1. The Master Plan (MP) will follow the IDPR *Master Plan Guidelines* and be consistent with all policies adopted by the Idaho Park and Recreation Board.
2. The MP will follow the direction outlined in the agency's current strategic plan.
3. The MP will comply with the provisions of the local county or city comprehensive plans and land-use/development ordinances.
4. Public involvement throughout the course of the MP process will be pursued in an open, honest and fair manner, utilizing processes and techniques outlined in the IDPR *Public Involvement Guidelines*. A Citizens' Advisory Committee will be an integral component of the planning team.
5. The MP will inventory the existing natural systems, and cultural and historical resources within the park's boundaries to determine the limitations and opportunities presented by the site.
6. The MP will establish the classification of the park using the criteria outlined in the *State Park Classification and Resource Area Designation System*.
7. The MP will identify and promote recreational activities, compatible with the park's classification, that address the region's recreation needs as identified in the most recent *Statewide Comprehensive Outdoor Recreation and Tourism Plan* (SCORTP).
8. The MP will explore and recognize the relationship between the park and the local community and be sensitive to the needs of the park's host community.



# chapter 5 - the park’s many “publics”

The Governor and Legislature ..... 15

State and Federal Agencies ..... 15

Local Government ..... 15


Adjacent Landowners ..... 15

Park Users ..... 15

Special Interest Groups ..... 16

The General Public ..... 16

Levels of Planning Authority ..... 16



“Our plans miscarry because they have no aim. When a man does not know what harbor he is making for, no wind is the right wind.” - Seneca  
(4 B.C. - A.D. 65)



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## THE PARK’S MANY “PUBLICS”

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There are a number of “publics” which are impacted by decisions made in and for Idaho’s state parks. These include the executive and legislative levels of state government; other state, federal and local government agencies; adjacent landowners; park users; special interest groups; and the general public. Each of these groups must be considered in the master planning process.

### THE GOVERNOR AND LEGISLATURE

All actions proposed by the state park master plan must align with the agency’s organic legislation (*Idaho Code 67-4219*) and the Idaho Department of Parks and Recreation strategic plan. Also, expenditures identified by the implementation of the master plan must receive approval through the budgeting process at the executive and legislative levels.

### STATE AND FEDERAL AGENCIES

Many of Idaho’s state parks lie adjacent to lands managed by other state or federal agencies, or are lands which are being managed with cooperative agreements/programs with other governmental agencies. The parks also come under the purview of regulatory agencies. It is important to keep these agencies apprised of the actions proposed within the park, and to gain their cooperation, approval and support.

### LOCAL GOVERNMENT

As outlined in Chapter 4 - Planning Parameters, the master plan must comply with the provisions of the local county or city comprehensive plans and land-use/development ordinances. It is also necessary to secure the approval and/or support of local government for the actions proposed within the master plan. Plan presentations will be made, as applicable, to the local planning and zoning commission, city council and county commissioners.

### ADJACENT LANDOWNERS

Activities and development within state parks have the potential to impact the quality of life of adjacent landowners. These landowners need to be kept apprised of the planning process and encouraged to participate during the public involvement opportunities.

### PARK USERS

Park users are Idaho’s citizens and visitors who camp, picnic, hike, boat, sightsee, etc., in the parks. They are vitally important to the management and operation of the



state park system. Their satisfaction with the experience and customer service they received during their visits will determine whether or not they return. Park users are a valuable information resource about what currently does or does not work well in state parks, and can make valuable suggestions about new services/experiences that they would like to see become available. Their input into the planning process is very important.

**SPECIAL INTEREST GROUPS**

Special interest groups are recognized as those groups of people with specific recreational interests and/or needs. Special interest groups can provide either the agency’s best support or its strongest opposition. Their needs and concerns must be considered in the master planning process.

**THE GENERAL PUBLIC**

This group is often the “silent majority” in issues concerning state parks. Because the general public may have no vested interest in a particular state park, it is often difficult to accurately gauge their concerns. Attempts to reach this group for input will be made through the use of direct mail, public notices in local area newspapers, and posted bulletins.

**LEVELS OF PLANNING AUTHORITY**

As well as input, some of the park’s many publics have authority in the agency’s planning processes. These levels of planning authority are outlined on the following graphic. (See Fig. 5.1.) All departmental planning efforts must align with the agency’s organic legislation (*Idaho Code 67-4219*). The agency strategic plan gives guidance for achieving the mission outlined in the organic legislation. The strategic plan must be reviewed and approved by the Governor’s office and updated at 6-year intervals. Likewise, the park master plans must support the direction given by the agency’s strategic plan. Master plans are scheduled to be revisited on a 20-year basis. Actions proposed by the master plans are carried out through a series of implementation plans that are created at a staff level, approved by the park manager, and updated, as needed.



# LEVELS OF PLANNING AUTHORITY

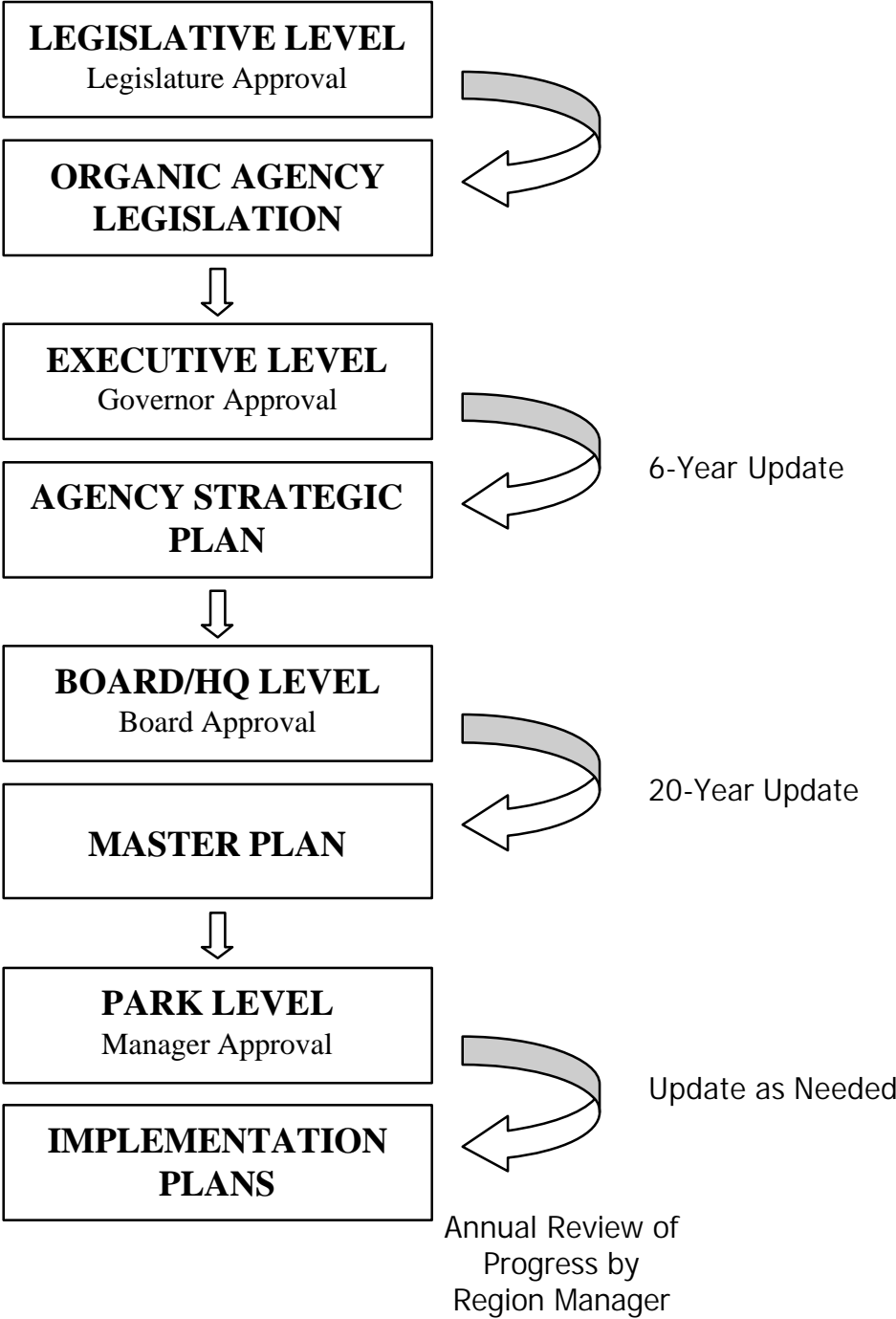


Fig. 5.1




# chapter 6 - the planning team

Project Manager ..... 19

Planner/Facilitator ..... 19

Planning Review Team ..... 19

Citizen Advisory Committee ..... 20



“ E xecutives should rethink the planning process.  
T oo often the planning process reflects what  
organizations know how to do rather than what  
they should do.”  
John C. Henderson and  
N. Venkatraman





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## THE PLANNING TEAM

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### PROJECT MANAGER

The project manager is a member of the Development Bureau, Comprehensive Planning Section staff who is responsible for the budget, creation and general oversight of the master plan planning process and product. The project manager attends all meetings of the planning review team and the citizen advisory committee, as well as the public input workshop and public open house. The specific duties of the project manager are outlined in Chapter 8 - State Park Master Planning Process.

During a consultant-produced master plan, the project manager selects and supervises the work of the consultant. During the production of an in-house master plan, the project manager also serves in the role of the planner/facilitator.

### PLANNER/FACILITATOR

The planner/facilitator (P/F) is responsible for the coordination and facilitation of the entire master planning process for the park. The planner/facilitator's responsibilities may be carried out either by a consultant or by a member of the Development Bureau, Comprehensive Planning Section staff. The P/F arranges, attends and facilitates meetings of the planning review team and the citizen advisory committee, as well as the public input workshop and public open house. The specific duties of the P/F are outlined in Chapter 8 - State Park Master Planning Process.

### PLANNING REVIEW TEAM

The director appoints the planning review team (PRT). The team will consist of the director or deputy director, plus 4-6 IDPR staff members. The P/F will moderate team meetings and activities. The Idaho Park and Recreation Board member, in whose region the park is located, will also be invited to serve as an ex-officio member of the team, if available. The staff members appointed to the team will be assigned according to the park's unique needs and their individual expertise. These staff may include a mix of the following: the region manager in whose region the park is located; the park manager; staff member(s) from the Development Bureau comprehensive planning, engineering and/or design sections; staff member(s) from the Recreation Resources Bureau and/or natural resource specialty staff member(s). The purpose of this team is to provide a conduit for department leadership input, review, concurrence and support of the master plan process and product as they evolve.

The planning review team will meet at least eight times during the course of the master planning process. At its first meeting, the team will meet at IDPR headquarters for an orientation session to review the park's unique needs and to select members for the citizen advisory committee (CAC). The team's second meeting is with the CAC at the park. This meeting provides an opportunity to meet the CAC members, to assist in their orientation to the park and the state park system as a whole,



and to tour the park. The PRT Input Workshop is the team’s third meeting. It is held at IDPR headquarters and its purpose is for the team to identify and prioritize issues regarding the park, as well as to review and identify any additional preliminary policy statements for the master plan. The team will meet a fourth time with members of the public, park staff and the CAC at the public input workshop, to be held in the local community. The fifth meeting of the team will be at IDPR headquarters, where the PRT will review and identify the park’s significance, classification, resource area designations, mission and vision, as well as set goals to be outlined in the master plan. The team’s sixth meeting will be held at the park or in the local community and will include the members of the citizen advisory committee. The purpose of this meeting is to select preferred alternatives, i.e., the proposed actions to be identified in the master plan and implemented by subsequent implementation plans. The team’s seventh meeting will be at the Idaho Park and Recreation Board meeting at which the draft master plan will be presented. The final gathering of the entire PRT will be held at IDPR headquarters. Its purpose is to prioritize implementation plans to support the park master plan. The team will also identify projects that are to be added to the park’s acquisition, development and maintenance (ADM) list as a result of the actions called for in the master plan.

**CITIZEN ADVISORY COMMITTEE**

The citizen advisory committee (CAC) consists of interested citizens who are selected through a stakeholder identification and application process to serve on the committee. Criteria for selection of CAC members are as follows:

- 1. The maximum number of members is 20.
- 2. At least 3 of the members must be “at large” members selected from applications received from the general public.
- 3. The remainder of the members may be:
  - a. Representatives from recognized user groups.
  - b. Representatives of identified stakeholders.
  - c. Area legislator(s).
  - d. Representative(s) from regional travel or tourism organization.
  - e. Representative(s) of local (city or county) government.
  - f. Representative(s) from other agencies.

The park staff is the committee’s initial point of contact with the agency. All master plan communications to the committee will be routed through the park. It is important for park staff to become acquainted with Citizen Advisory Committee members so they can maintain an ongoing, productive relationship after the master plan is complete. If the park has an organized “friends” group, CAC members will be invited to join that group at the end of the planning process. If no friends group exists, the park manager is encouraged to organize one with the Citizens Advisory Committee as its membership core.

The P/F will moderate committee meetings and activities. Media representation is encouraged at each meeting. The CAC meets at least four times during the master planning process. The first meeting will be an all-day orientation session and tour at the park. During the orientation session, CAC members will be educated



about the Idaho State Park system as a whole, park-specific opportunities and challenges, the master planning process, and their role in the planning process. A copy of the agency's strategic plan, past park master plan (if available) and a Citizen Advisory Committee handbook will be given to all CAC members at this meeting. The second meeting of the CAC will be with members of the public, park staff and the PRT at the public input workshop. It will be held in the local community. At this meeting, the committee will help identify public issues regarding the park. The CAC's third meeting will be held at the park or in the local community and will include the members of the planning review team. The purpose of this meeting is to select preferred alternatives, i.e., the proposed actions to be identified in the master plan and implemented by subsequent implementation plans. The final official gathering of the CAC will be at the Idaho Park and Recreation Board meeting at which the draft master plan will be presented. The CAC will also receive special invitation to attend the Public Open House for the draft master plan.



**McCall Public Input  
Workshop**  
Ponderosa State Park GDP  
March 1992

**Citizen Advisory  
Committee**  
Kick-off Picnic  
Ponderosa Day Use  
Shelter



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“ I n the coming era, parks and recreation must evolve a new social vision which is based on an understanding of how and why our world is changing.”  
Geoffrey Godbey



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## **PUBLIC PARTICIPATION**

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### **PURPOSE**

Public involvement is increasingly recognized as a necessary foundation to good planning and decision-making. People need to participate in all stages of the planning process for it to be responsive to their needs. A master plan cannot be developed in a vacuum. To assure support, understanding and advocacy, the proposals outlined in a master plan must be formulated with both internal and external participation. The more people understand about the broad concepts and purposes of the planning process, the more likely it will be to succeed, and the more likely it will eliminate the potential for misinformation. To this end, all public involvement during the master planning process will be conducted in an open, honest and fair manner in accordance with the Idaho Department of Parks & Recreation *Public Involvement Guidelines*.

### **PUBLIC INPUT WORKSHOP**

The purpose of the public input workshop is to identify and prioritize the issues and concerns of the general public regarding the future development and use of the park. At this meeting, all information assembled and analyzed via the planning process to date will be presented. Input will be generated and documented utilizing accepted public participation and facilitation tools. A summary of the concerns identified at this meeting will be included in chapter one of the master plan. The workshop will be held in the local community to maximize participation by local residents. At least two sessions of the workshop will be conducted at varying times of the day to maximize the opportunity for participation.

### **SURVEY INSTRUMENTS**

Survey instruments are primarily intended to provide opportunities for visitor/user input, but could also be targeted at nonusers to identify the causes for their nonparticipation. Visitor survey instruments include face-to-face interviews, check-out questionnaires, published questionnaires, telephone interviews, Internet queries, etc. Survey methodology will be tailored individually to each park plan. Target groups may include, but are not limited to, campers, day-users, annual pass holders, school groups, special interest groups, other identified stakeholders, nonusers, and the public at large. The project manager is responsible for selecting the most appropriate methodology, identifying target groups, and administering the survey instrument(s).

### **INTERNET FORUM**

As soon as internal resources are available, documents relating to each master plan, including surveys, maps, time lines, charts, the summary brochure, and the plan itself, will be available on the IDPR web site ([www.idahoparks.org](http://www.idahoparks.org)). Users will



be able to print and download all documents from the site. In addition they will be able to comment and answer questionnaires via e-mail. Currently about 25 percent of all households are able to access the Internet. That number is sure to increase dramatically. Comprehensive Planning staff will provide the information for the web site. Communications Program staff will assist in updating the site with the master plan information.

**PUBLIC “OPEN HOUSE” PRESENTATIONS**

An open house will be held to unveil the draft master plan to the public and promote understanding and support for the actions proposed by the plan. At this event, the project manager and planner/facilitator will provide copies of the draft master plan and summary brochure to the public for review and comment. Comments received will be documented and incorporated into the appendices of the final master plan. The planner/facilitator, project manager, and park staff will be available during the open house to answer questions about both the park and the plan. The open house will be held in the park to maximize participation by local residents. At least two sessions of the open house will be conducted at varying times of the day to maximize the opportunity for participation.

**LOCAL GOVERNMENT REVIEW**

The draft master plan will be presented by the project manager to the local planning and zoning commission, city council and/or county commissioners at regularly-scheduled public meetings, as is applicable. The purpose of these presentations will be to assure that the plan meets the intent of local comprehensive plans and local zoning ordinances, and to secure local government approval and support for the actions proposed. The park manager will also attend this meeting to answer any general questions about the park.

**IDAHO PARK & RECREATION BOARD MEETING**

The draft master plan will be presented to the Idaho Park & Recreation Board at the first regularly-scheduled quarterly board meeting following the plan’s completion. If possible, the board meeting will be scheduled in or near the park’s local community. The project manager will make the presentation to the Board. The public will be invited to attend this meeting and may address the Board regarding the plan, should they so desire.

The final master plan will be presented to the Idaho Park & Recreation Board at its next regularly-scheduled quarterly board meeting. The project manager will make the presentation. The public will be invited to attend this meeting and may address the Board regarding the plan, should they so desire.



## Public meeting set for McCroskey Park

### NOTICE OF PUBLIC MEETING

On Friday, July 13, 1990, a public meeting will be held by the Idaho Department of Parks and Recreation to discuss the draft General Development Plan for Mary Minerva McCroskey State Park. The Park is located on U.S. Highway 95, 26 miles north of Moscow, and is commonly referred to as "Skyline Drive". The meeting will be held at 7:00 p.m. in Basement Room 2-B of the Latah County Courthouse, Moscow, Idaho.  
No. 1170 — July 11

## PUBLIC MEETING TO ADDRESS:

Issues and concerns involving Ponderosa State Park as the park drafts its 20-year plan.

Monday, March 30

6:45 to 7:00 P.M. .... View maps and charts.

7:00 P.M. .... Meeting starts promptly.

McCall Smokejumper Loft Conference Room

## SUBJECTS TO BE ADDRESSED:

North Beach  
Peninsula Section  
Lakeview Village  
Other Issues



For more information contact  
**PONDEROSA STATE PARK**  
634-2164

## Input sought for mission needs

**KELLOGG** — The Idaho Department of Parks and Recreation is holding two public meetings today to discuss the future of Old Mission State Park.

The first meeting is 1:30-3:30 p.m. at the Coeur d'Alene IDPR office on Kathleen Avenue. The second is 7-9 p.m. at the Broken Wheel restaurant in Kellogg.

A citizen's advisory group also has been appointed to consider the mission's needs.

## MEMO

**PARKS OFFICIALS INVITE PUBLIC TO DISCUSS MC-CALL PLAN:** The Idaho Department of Parks and Recreation will host an open house to allow review and comment on the proposed general development plan for Ponderosa State Park near McCall. The open house is scheduled from 10 a.m. to 8 p.m. Tuesday at the department headquarters, 7800 Fairview Ave., Boise. Copies of a summary brochure outlining the plan will be available, and department personnel will respond to questions and comments. For more information, contact Dave Okerlund at 327-7464.



# chapter 8 - state park master planning process


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"The great thing in this world is not so much where we are, but in which direction we are moving."  
Oliver Wendell Holmes





# STATE PARK MASTER PLANNING PROCESS

## INTRODUCTION

The process and product of the master plan are two separate items. The detailed description of the product of this effort is found in Chapter 9. In order to communicate the process effectively, it has been presented graphically in Table 8.1 and is supported by the following information which describes the process in greater detail.

The Comprehensive Planning Section has outlined a schedule that facilitates production of two master plans per year. To achieve this goal with limited staff, an increasing percentage of plans will be consultant-produced. The master planning process is one year in length from initiation of the planning effort to final Board approval. Each activity is listed sequentially across the top of Table 8.1 and has been numbered with an MP Guidelines Text Key designation which ties it to the following activity descriptions. The left-most column of each table describes the who (responsible party and participants), what (vehicle or method), when (target schedule), where (venue) and why (product or outcome) of the process.

The double-outlined boxes with *italic* type in the table represent input opportunities into the master planning process. The bold-outlined boxes represent watershed decision points in the process.

Prior to the initiation of the planning process, the project manager will schedule an orientation meeting with the planner/facilitator. This meeting has three primary goals. The first goal is to review the target schedule and develop a calendar-based time line, using Table 8.1 as its base. Actual dates will accommodate holidays, Board meetings, and the availability of participants. The second goal of the orientation meeting is to provide the planner/facilitator with the GIS base map data for the park that has been previously prepared for the planning process. The final goal of this meeting is to provide the planner/facilitator with any previous planning documents for the park and to identify where all other information the agency has regarding the park can be accessed.

## THE PROCESS

### Activity 1 (Week 1)

*Compile Master Plan Mailing List*—This mailing list is intended to capture the addresses of adjacent landowners, local government, special interest groups, “friends” groups, local legislators, local community service organizations and other stakeholders. It will be used to inform these interested or affected parties about the initiation of the plan and to provide updates during the planning process. Park staff is responsible for compiling and maintaining the mailing list in electronic format. Any address updates or new names that are discovered through the course of the planning process should be added to the list.

### Activity 2 (Week 1)

*Initiate Visitor Survey Instrument*—This activity is primarily intended to provide opportunities for visitor/user input, but it could also be targeted at nonusers to identify the causes for their nonparticipation. Visitor survey instruments include face-to-face



interviews, checkout questionnaires, published questionnaires, telephone interviews, mail-back survey forms, Internet queries, etc. Survey methodology will be tailored individually to each park’s planning process. Target groups may include, but are not limited to, campers, day-users, annual pass holders, school groups, special interest groups, other identified stakeholders, nonusers, and the public at large. The project manager is responsible for selecting the most appropriate methodology, identifying target groups, and administering the survey instrument(s).

**Activity 3 (Week 1)**

*Secure Aerial Photography of Park Area*—The purpose of this activity is to obtain recent aerial photography coverage of the park and its immediate surroundings. Oblique aerial photographs will be utilized in the plan to provide an understanding of prominent features within the park. An index of oblique aerial photographs will be provided to identify the orientation of each photograph included in the document. The planner/facilitator is responsible for securing the photograph(s) from a local aerial photography firm.

**Activity 4 (Week 1)**

*Base Maps of Park Area*— It is the responsibility of the project manager to assure that base mapping for the park and adjacent areas is prepared in geographic information system (GIS) format for use by the planner/facilitator during the planning process. Typically, the GIS data is assembled in advance of the planning process by a consultant under separate contract. This GIS data is assembled from a number of sources using the best available source for each theme. Data from all sources is integrated into a single spatial database framework that conforms to State of Idaho GIS standards as well as common and accepted practices within the GIS profession. GIS layers provided to the planner/facilitator typically include: digital orthophoto quadrangles (DOQ’s); digital elevation model (DEM); regional geology; topography and physiography; slope; aspect; uplands and wetlands inventory; adjacent land ownership; facility and utility infrastructure and local transportation network. Individual GIS data layers will be provided in ArcView and AutoCad Map formats as digital files via CD delivery, and may also be available via the IDPR website [www.idahoparks.org](http://www.idahoparks.org). The planner/facilitator will utilize this base data during the research and analysis phase and will create new data layers for integration into the database framework during the balance of the planning process. All 11”x17” maps required in the master plan will be produced in color, utilizing information from this database.

**Activity 5 (Week 2)**

*Advertise Citizen Advisory Committee (CAC) Opportunity*—A citizen advisory committee (CAC) will be assembled to assist in the planning process. The committee consists of up to 20 interested citizens who are selected through a stakeholder identification and application process to serve on the committee. Notification of this opportunity will be given to residents of the local community and surrounding region via direct mail, bulletins, public service announcements and newspaper notices. Inquiries will be directed to the park manager. Interested individuals will be invited to submit an application for review and selection by the planning review team during Activity 9. The project manager will provide assistance with the design, publication and distribution of announcements and applications.

**Activity 6 (Week 2)**



*Author MP Chapter 1, “Introduction”*—The research, analysis and writing of chapter one will begin during week two of the master plan process. It will summarize public input that occurs in subsequent activities. The planner/facilitator and/or park staff will research information in the community, visiting the local library and land use planners and managers, to identify and obtain previously formulated or associated planning documents.

#### **Activity 7 (Week 3)**

*Author MP Chapter 2, “Local Context”*—The purpose of the local context chapter is to capture the essence of the area and address the symbiotic relationship between the park and the local community. This chapter also captures the history of both the park and the region. The planner/facilitator and/or park staff will research and identify issues of community-wide concern which affect both the park and its environs.

#### **Activity 8 (Weeks 4-9)**

*Author MP Chapter 3, “Resource Inventory”*—The planner/facilitator and park staff will identify the natural, cultural, historical, environmental, infrastructure and scenic resources located within the park and surrounding area. These resources are being identified in chapter 3 to determine which areas within the park are suitable or unsuitable for development and visitor use. In addition to the analysis contained within the text, the planner/facilitator will also prepare standard scale maps of an appropriate size to fit on an 11"x17" fold-out page conveying this information.

#### **Activity 9 (Week 9)**

*PRT Orientation Meeting*—The project manager will call the first meeting of the Planning Review Team (PRT) at IDPR headquarters. The purpose of this meeting is to outline the role and responsibilities of the PRT members, to review any unique requirements of the park, and to select the Citizen Advisory Committee (CAC) members. A letter will be sent out by park staff to notify all applicants of the PRT’s selection decision after this meeting. The project manager will provide a template for the letters to be sent to CAC applicants.

#### **Activity 10 (Weeks 10-11)**

*Author MP Chapter 4, “Recreation Supply and Demand”*—Using existing regional population projections, park visitation statistics, regional SCORTP data, regional recreation and/or tourism plans, park visitor profiles, highway traffic counts, boating use area designations, recreational vehicle registrations, and an identification of area recreational resources, the planner/facilitator will determine current recreational opportunities available within the park market area, as well as existing and projected demand for those activities. The planner/facilitator will also determine the recreational deficiencies that can properly be satisfied by future development within the park.

#### **Activity 11 (Week 12)**

*CAC Orientation and Park Tour*—The park staff will schedule the first meeting with the CAC at the park. The planner/facilitator, project manager and PRT will also attend. The purpose of this meeting is to educate CAC members about the Idaho State Park system as a whole, park-specific opportunities and challenges, the master planning process, and their role in the planning process. A copy of the agency’s strategic plan, past park master plan (if available) and a Citizen Advisory Committee handbook will be given to all CAC members at this meeting. This will be an all-day meeting with orientation scheduled for the morning and the park tour in the afternoon. The project manager will



facilitate the orientation session and the park staff will facilitate during the park tour. Lunchtime is considered an integral part of the meeting and a meal will be provided to all participants.

**Activity 12 (Week 13)**

*Conduct Planning Review Team (PRT) Input Workshop*—Prior to this meeting, the PRT will be provided all information assembled by the planning process to date. Utilizing this information, the PRT will identify and prioritize issues regarding the park. Input will be generated and documented employing accepted public participation and facilitation tools. A summary of the issues identified at this meeting will be included in chapter one of the master plan.

**Activity 13 (Week 14)**

*Advertise Public Workshop*—An opportunity for input by the general public will be provided by a public workshop held in the local community. The purpose of this workshop will be to identify and prioritize the issues of the general public regarding the future development and use of the park. Notification of this opportunity will be given to residents of the local community and surrounding region via direct mail, bulletins, public service announcements and newspaper notices. Inquiries regarding the meeting will be directed to the park staff. The project manager will provide assistance with the design, publication and distribution of announcements.

**Activity 14 (Week 14)**

*Advertise IDPR Staff Input Workshop Notice*—The principal opportunity for input by IDPR staff will be provided by a cross-program staff workshop held at the park. The purpose of this workshop will be to identify and prioritize the issues of IDPR staff regarding the future development, management and use of the park.

Notification of this opportunity will be sent by the project manager to all staff via e-mail messages and in the agency electronic newsletter. Inquiries regarding the meeting will be directed to the project manager.

**Activity 15 (Week 17)**

*Conduct Public Input Workshop*—As stated previously, the purpose of this workshop will be to identify and prioritize the issues of the general public regarding the future development and use of the park. At this meeting, the planner/facilitator will present all information assembled and analyzed via the planning process to date and explain the public’s role at this point in the process. Input will be generated and documented employing accepted public participation and facilitation tools. A summary of the issues identified at this meeting will be included in chapter one of the master plan. This meeting will be held in the local community to maximize participation by local residents. At least two sessions of the workshop will be conducted at varying times of the day to maximize the opportunity for participation.

**Activity 16 (Week 17)**

*Conduct IDPR Staff Input Workshop*—As stated previously, the purpose of this workshop will be to identify and prioritize the issues of IDPR staff regarding the future development, management and use of the park. At this meeting, the planner/facilitator will present all information assembled and analyzed via the planning process to date and explain staff’s role at this point in the process. Input will be generated and documented employing accepted public participation and facilitation tools. A summary of the issues



identified at this meeting will be included in chapter one of the master plan. This meeting will be held at the park to provide an on-site opportunity to review first-hand the topics discussed.

### Activity 17 (Week 19)

*PRT Work Session*—The purpose of this meeting is for the PRT to review and/or identify the park’s significance, classification, resource area designations, mission and vision. The PRT will also write goals for the park’s master plan. The planner/facilitator will schedule and facilitate this meeting at IDPR headquarters. The planner/facilitator will utilize the purpose statements and classification criteria outlined in the *State Park Classification and Resource Area Designation System* in facilitating the PRT’s decisions. This meeting will provide much of the information needed for chapter 5 and the resource area designations needed in chapter 6.

### Activity 18 (Week 20)

*Author MP Chapter 5, “Significance, Classification, Mission, Goals & Objectives”*—The analysis and writing of chapter 5 will take place during week 20 of the master plan process. The intent of the chapter is to capture the significance and purpose for the park’s existence. The principal purpose is embodied by the park’s classification. The Idaho Department of Parks & Recreation has implemented a classification system. This system is outlined in the *State Park Classification and Resource Area Designation System*. Each classification has unique criteria, a distinct purpose, compatible uses, appropriate development intensity and specific management principles.

During the formulation of chapter 5, a vision statement will be developed for the park unit. The mission will describe the park’s current focus, whereas the vision is to capture a picture of the park’s future. The park’s current mission statement will be reviewed and, if necessary, revised for the master plan. The park mission and vision statements, as well as goals, will be reviewed and/or identified by the PRT at its fifth meeting. Once PRT input is obtained, sensitive issues will be identified and alternatives and selection criteria will be developed.

This chapter will also contain goals and objectives, specifically formulated to achieve the park’s mission and vision statements. Although the goals are developed during Activity 17, objectives cannot be developed until after the preferred alternatives are selected in Activity 20. Goals and objectives will be developed under each of the following elements: natural resources, community, development, transportation, health/safety, education/interpretation, recreation, land ownership and management, social/psychological, staffing, land use, and accessibility. Additional elements may be identified as needed. The implementation plans, outlined in chapter 10 of the guidelines, will provide detailed direction for the realization of these goals and objectives.

### Activity 19 (Weeks 21-22)

*Identify Sensitive Issues, Develop Alternatives and Selection Criteria*—Many issues encountered during a master planning process are non-controversial and the solutions are obvious. Other issues are controversial and often complex. A host of options surface which offer alternative solutions to these issues. The preferred alternative selection process was developed to organize, clarify and present the components of these sensitive issues and alternative solutions. The process was designed to: (1) accurately and concisely define the issue; (2) present a full range of realistic options; and (3) develop selection criteria by which the preferred alternative would be selected. The planner/facili-



tator is responsible for the identification and documentation of sensitive issues and the development of the alternatives and selection criteria. Selection criteria are developed after review of, and in concurrence with, the agency strategic plan, mission, vision, and preferred future; park mission, vision and goals; park classification and master plan preliminary policy statements. This information is developed to serve as the basis for deciding on the preferred alternatives at the joint PRT/CAC meeting, addressed in Activity 20.

**Activity 20 (Week 24)**

*Conduct Joint CAC and PRT Meeting*—On week 23 of the process, the PRT and CAC will conduct a joint meeting at the park, or within the local community, for the purpose of selecting the preferred alternatives. Roles of the CAC and PRT at this point in the process will be reviewed at the beginning of the meeting. The range of alternatives, and the criteria by which selection will be made, were formulated by the planner/facilitator during Activity 19. The selection criteria are unique, being developed specifically for each issue of concern. The criteria will be developed to be as objective and relevant as possible. All members of the PRT and CAC will discuss each issue. The preferred alternative will be that one which receives consensus of the group. It will be the action identified in the master plan and accomplished through subsequent implementation plans. If consensus can't be reached on an issue, the top two alternatives that have been identified through discussion will be presented to the Idaho Park and Recreation Board for its review and determination. In order to prepare for this meeting, the planner/facilitator will send the identified issues and alternatives, as well as any other data necessary to adequately evaluate development options, to the CAC and PRT members. CAC and PRT members must receive this information at least one week prior to the scheduled meeting. After all preferred alternatives have been selected, objectives will be developed to support the goals outlined in Chapter 5 (Activity 18).

**Activity 21 (Weeks 25-27)**

*Author MP Chapter 6, "Resource Area and Facility Designation"*—The research, analysis and writing of chapter 6 will take place during weeks 24 through 26 of the master plan process. The purpose of this chapter is to designate all lands within the park unit as distinct resource areas. The Idaho Department of Parks & Recreation is charged with the dual mission of protecting and preserving the resources of the state park system and of providing recreation opportunities and facilities for public use. In order to integrate protection needs, land characteristics, and area-specific suitability for development and/or recreation activities, a resource area designation system has been developed. This designation system provides a clear picture of potential park development sites and protected natural areas.

Multiple levels of protection (or appropriate levels of development/activity) are recognized in this resource area designation system. These levels span a range of development and management strategies from minimum impact management to intensive management and use. Each resource area designation contains a description of the resource and visitor experience characteristics or atmosphere, management objectives and typical activities that might occur in that area.

Resource area designations and descriptions, appropriate visitor activities, and area management objectives are identified and detailed in the *State Park Classification and Resource Area Designation System*. Because the master plan holder may not have access to this classification document, the resource area designations and descriptions,



appropriate visitor activities, and area management objectives for each area designation will be included as a component of this chapter.

An 11"x17" fold-out map depicting the extent of these resource area designations, superimposed on the park property, will be one of the graphic components of chapter 6.

Resource area designations prescribe the best use of the lands at the park for providing recreation opportunities within the framework of resource protection and perpetuation. They define the pattern for human activity in a given area. They establish the character of a place by determining what happens, where it happens, and to what degree it happens. They control use and development, and arrange park activities and facilities in such a manner as to obtain a balance between visitors' enjoyment of the park and protection of the resource.

A facilities plan is also developed during the preparation of chapter 6. The facilities plan will be depicted conceptually on an 11"x17" fold-out diagram. This diagram, superimposed on a base map of the park, will generally locate the facilities identified as the preferred development alternatives during the joint PRT and CAC meeting. A short descriptive enumeration of the site components, acreage and scope will also be noted on the diagram. Parks with multiple units too large to display on one diagram will require separate diagrams for each unit.

#### **Activity 22 (Weeks 28-34)**

*Formatting of the Master Plan with Desktop Publishing Software*—The planner/facilitator is responsible for producing all 11" x 17" maps (with title bars), graphics and the sequential text for each chapter of the master plan. The project manager is responsible for the desktop publishing format of the master plan for the final publication. All materials are to be delivered by the planner/facilitator to the project manager at the completion of Activity 21 in order to accomplish this task. Sidebars, interesting side stories about the history, people or places surrounding the park, will be added to the master plan at this time. The planner/facilitator may contribute interesting side stories uncovered during research for the master plan.

#### **Activity 23 (Weeks 36-40)**

*Present Draft MP to the IDPR Board*—The draft master plan will be presented to the Idaho Park & Recreation Board at its regularly-scheduled quarterly board meeting, anticipated to occur between weeks 36 and 40 of the master planning process. The PRT and CAC members are expected to attend the presentation, which will be made by the project manager. The draft master plan contains the majority of the information that will comprise the final master plan document. It may or may not contain all the graphic elements of the final master plan. This is an open public meeting that members of the public are welcome to attend and give comment to the Board on the master plan. Upon presentation of the plan, the project manager will request board approval of the draft document. Should the board desire changes to the document, those changes will be made immediately after the board meeting.

#### **Activity 24 (Weeks 40)**

*Preparation of the Master Plan Summary Brochure*—The planner/facilitator will prepare a double-sided tri-fold 11" x 17" summary brochure of the master plan for distribution to the park's mailing list and at the public open house. This brochure shall have the facilities plan printed on the interior side. The exterior side will contain a cover panel, the park's significance, classification, mission, vision, goals and objectives, and, if needed,



an explanation of the facilities plan. The project manager will provide sample past brochures for the planner/facilitator’s review. Any revisions to the draft master plan, requested by the Board at its quarterly meeting, will be incorporated into this summary brochure.

**Activity 25 (Week 40)**

*Update Internet Website*—As soon as internal resources are available, documents relating to the master plan, including surveys, maps, time lines, charts, the summary brochure, and the plan itself, will be available on the IPDR web site ([www.idahoparks.org](http://www.idahoparks.org)). Users will be able to print and download all documents from the site. In addition they will be able to comment and answer questionnaires via e-mail. Currently about 25 percent of all households are able to access the Internet. That number is sure to increase dramatically. The project manager will provide the information for the website. Communications Program staff will assist in updating the site with the master plan information.

**Activity 26 (Week 41)**

*Advertise Public Open House Review of Draft Master Plan*—An opportunity for review and input by the general public will be provided by a public open house held at the park. The purpose of this open house will be to secure public understanding and support for the actions proposed in the draft master plan. Notification of this opportunity will be given to residents of the local community and regional area via direct mail, bulletins, public service announcements and newspaper notices. Inquiries regarding the open house will be directed to the park staff and/or project manager. The planner/facilitator will provide summary brochures for the direct mail to the park’s mailing list. The project manager will provide assistance with the design, publication and distribution of announcements.

**Activity 27 (Weeks 42-46)**

*Conduct Public Open House Review of Draft MP*—The purpose of this open house will be to unveil the draft master plan to the public and promote understanding and support for the actions proposed by the plan. At this event, the project manager will provide copies of the draft master plan and summary brochure to the public for review and comment. Comments received will be documented and incorporated into the appendices of the final master plan, along with how they were used in the master plan or why they were not used. The planner/facilitator, project manager and park staff will be available during this event to answer questions about both the park and the plan. The open house will be held in the park to maximize participation by local residents. At least two sessions of the open house will be conducted at varying times of the day to maximize the opportunity for participation.

**Activity 28 (Weeks 46-47)**

*Present Draft Master Plan to Local Government*—The draft master plan will be presented by the project manager to the local planning and zoning commission, city council and/or county commissioners at regularly-scheduled meetings, as is applicable. These meetings are anticipated to occur between weeks 46 and 47 of the master planning process. The purpose of these presentations will be to assure that the plan meets the intent of local comprehensive plans and local zoning ordinances, and to secure local government approval and support for the actions proposed. The planner/facilitator and park manager will also attend these meetings. The planner/facilitator will record any comments made or requirements needed for approvals. The park manager will be avail-





able to answer any general questions about the park.

**Activity 29 (Week 48)**

*Desktop Publishing Updates to the Final Master Plan*—The project manager will secure desktop publishing updates and final formatting of the plan to ready it for final review and approval by the Idaho Park and Recreation Board. This edition of the plan will contain all graphic components of the final publication.

**Activity 30 (Weeks 49-52)**

*Present Final Master Plan to IDPR Board For Approval*—The final master plan will be presented to the Idaho Park & Recreation Board at its regularly-scheduled quarterly board meeting, anticipated to occur between weeks 49 and 52 of the master planning process. The presentation will be made by the project manager. An addendum document that outlines the changes made from the draft to the final master plan will also be compiled and sent to the Board in the pre-meeting agenda packets. The addendum will be formatted in an underscore and ~~strikeout~~ style. (See a sample master plan addendum in Appendix A.3.) The public will be invited to attend this meeting and are able to address the Board regarding the plan, should they so desire. Upon presentation of the plan, the project manager will request Board approval of the final document. The project manager will also prepare a resolution for Board members to sign at this time. This resolution will document the approvals secured during the planning process. Further, it affirms the Board’s support and expresses its determination to implement the actions proposed in the master plan document. If major revisions are required by the Board at this meeting, the master plan will be updated with those revisions and presented again, with the board resolution, at the next board meeting. Any minor revisions required in the master plan will be incorporated prior to the plan being printed for public distribution.

**Activity 31 (Week 52)**

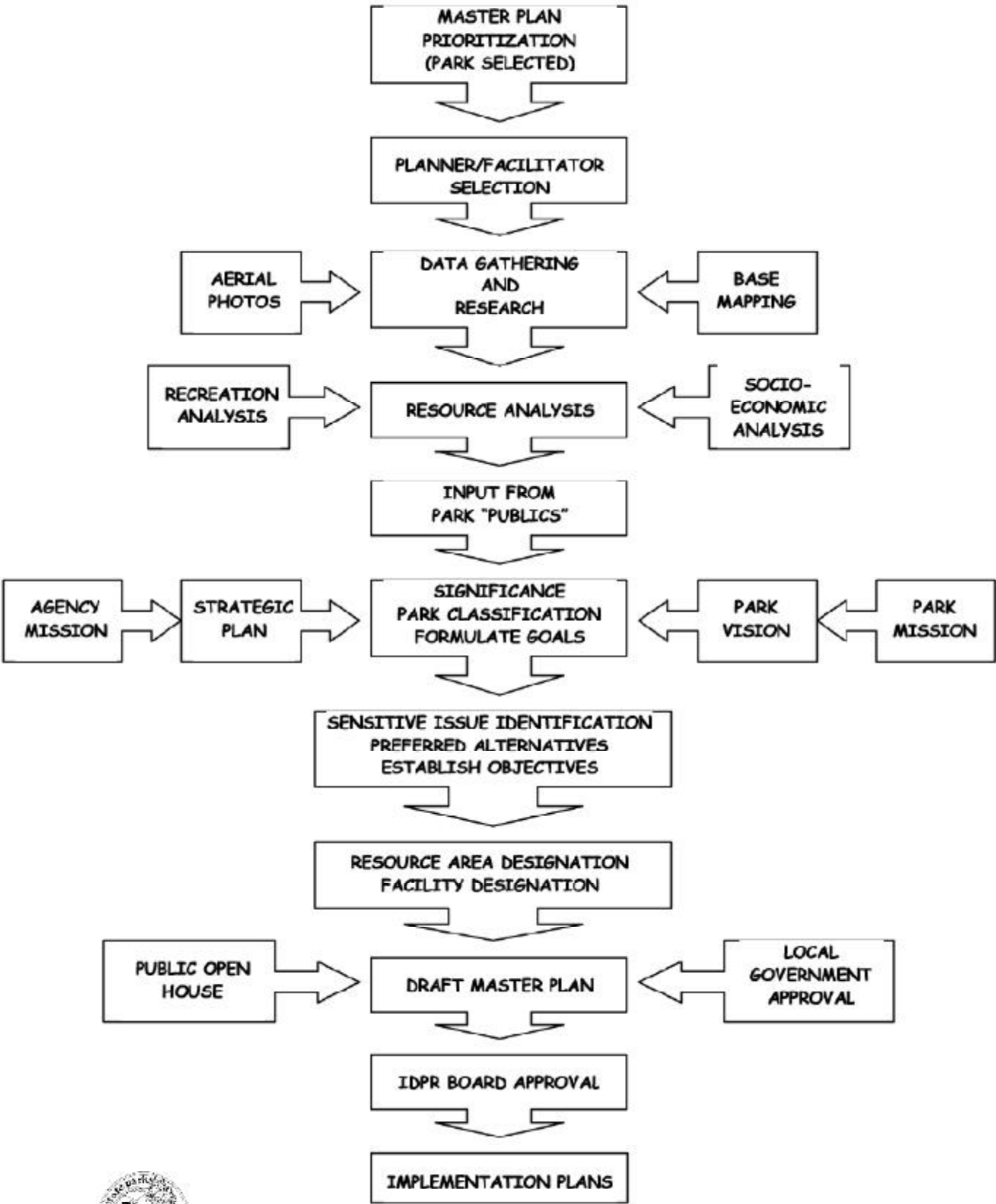
*Finalize, Copy and Distribute Completed Document*—Upon final approval of the park master plan by the Idaho Park & Recreation Board, the project manager will send the document to a printer for mass production. Copies of the master plan will be sent out according to the distribution list maintained by the project manager.

**Activity 32 (Week 52)**

*Final PRT Meeting*—The planning review team will meet at IDPR headquarters at the end of the planning process to transfer ongoing implementation of the master plan to park staff. The PRT will also prioritize the development of implementation plans at this meeting. These plans are developed to provide specific information on how the actions outlined in the master plan will be implemented. The implementation plans consist of a Resources Management Plan, Operations and Facilities Plan, Marketing Plan, and Visitors Experience/Customer Services Plan. A brief summary of their contents is noted in Table 10.1. Park staff has autonomy in the development of implementation plans; however, other staff and consultants are identified as lending assistance and expertise to the process.

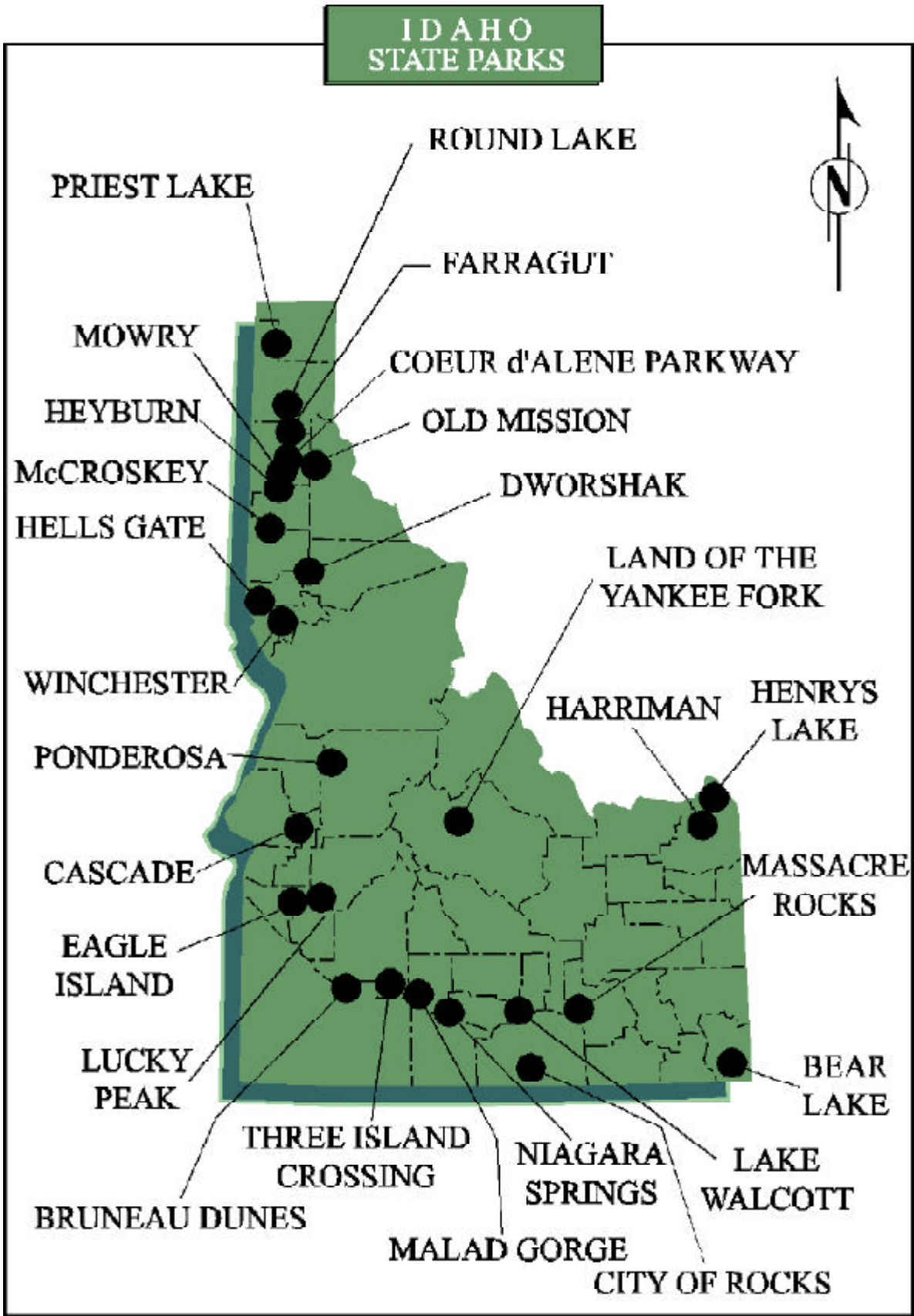


IDAHO DEPARTMENT OF PARKS AND RECREATION  
PARK MASTER PLANNING PROCESS



**Table 8.1 is available by clicking below**

[http://www.idahoparks.org/pdf/MP\\_guidelines\\_Table\\_8.pdf](http://www.idahoparks.org/pdf/MP_guidelines_Table_8.pdf)



# chapter 9 - the product

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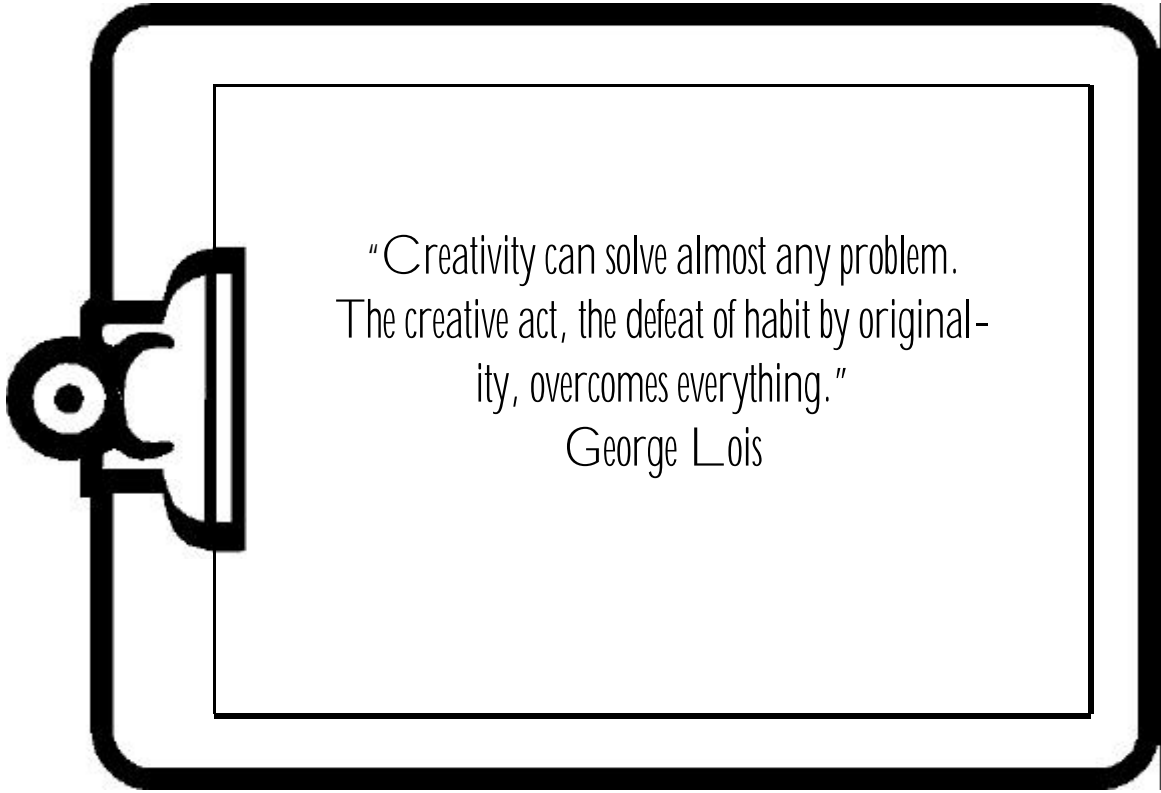
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“Creativity can solve almost any problem.  
The creative act, the defeat of habit by original-  
ity, overcomes everything.”  
George Lois



# THE PRODUCT

## INTRODUCTION

The product and process of the master plan are two separate items. The detailed description of the process utilized to produce a park master plan is found in chapter 8. In order to communicate the product effectively, an outline depicting the component parts of the master plan has been presented graphically in Table 9.1 and is supported by the following information that describes the product in greater detail.

## MASTER PLAN COMPONENTS

The master plan document contains six chapters. Table 9.1 presents each chapter title followed by an itemized listing of the components contained within each chapter. X’s placed in the columns on the right-hand-side of the table indicate whether the topic may be covered by text only, or whether tables/charts, graphs, 11" x 17" fold-out maps, or other small maps are necessary to communicate the information effectively. An entry in the “Appendix Example” column indicates where an example of the specific supporting documentation requested can be found in the Appendix.

## PREFACE

### Item P.1

*IDPR Board Resolution*—The Board resolution documents the “watershed” events of the public participation process. It also states that the master plan being adopted supports the mission of the Idaho Department of Parks and Recreation. The signed instrument represents formal approval of the master plan by the Board Chairman, the Director, Deputy Director and the Development Bureau Chief. An example of a Board Resolution can be found in Appendix A.1.

### Item P.2

*Acknowledgments*—This component expresses the department’s appreciation of all those individuals that were involved in the master planning process.

## CHAPTER ONE – INTRODUCTION

### Item 1.1

*The Future at a Glance*—This “fronts piece” section speaks of the recreational trends in Idaho and the surrounding region. Generally, this information is gleaned from the current Statewide Comprehensive Outdoor Recreation and Tourism Plan (SCORTP), but it can also be obtained from other trend tracking sources.

### Item 1.2

*Park and Recreation Planning and Development in Idaho*—This standardized overview is placed in every park master plan. It outlines the department’s legislative intent and the Idaho Park and Recreation Board’s authority, policies and direction.

### Item 1.3



*Agency Strategic Plan Congruency Analysis*—This analysis is prepared at the conclusion of the planning process to emphasize how the resulting park master plan is congruent with the agency’s mission and vision statements, preferred future, and the goals of the agency strategic plan.

**Item 1.4**

*Preliminary Policy Statements*—The purpose of this section is to guide participants in the planning process by outlining various procedures that must be followed, stating planning goals, establishing limits, and establishing a “yardstick” to measure the success of the final product.

**Item 1.5**

*Summary of Public Input*—This area of the plan documents the “watershed” events of the public participation process in detail. It captures the dates, locations, times, participants and results of each facet of public participation.

**CHAPTER TWO - LOCAL CONTEXT**

**Item 2.1**

*Location and Geographic Overview*—This section identifies the location of the park and describes the geographic region.

**Item 2.2**

*Economic Overview*—This section reviews the economic base and vitality of the area. It identifies major industries and employers in the region, and their impact on the area economy.

**Item 2.3**

*Regional History*—The regional history reviews the people and events that shaped the area and summarizes its historical highlights.

**Item 2.4**

*Park-Community Relationship*—This component explores the cultural fabric of the surrounding community and identifies community values. This section attempts to capture the “sense of the region” and identifies relationships, symbiotic and otherwise, that may exist between the park and its host community.

**Item 2.5**

*Park Chronology*—This “park time line” chronologically outlines significant historic events related to the establishment and subsequent operation of the park. The time line begins with the earliest recorded pertinent information and concludes with the Board’s adoption of the master plan. An example of a Park Chronology can be found in Appendix A.2.

**CHAPTER THREE - RESOURCE INVENTORY**

**NATURAL SYSTEMS SURVEY**

**Item 3.1**

*Climatological Summary*—This section describes the climate of the region in which the park is located. It covers temperature, growing season, precipitation, snow-fall, wind and percentage of possible sunshine, etc., based on information that is



available. This section is supported by charts depicting the duration/intensity of each of these climatological occurrences throughout a one-year period.

**Item 3.2**

*Regional Geology*—This component describes the historical geology of the park and the surrounding region.

**Item 3.3**

*Wildlife Inventory*—This section provides a general overview of the wildlife that inhabits the park environs. Detailed inventories of species should be assembled for inclusion in the appendix.

**Item 3.4**

*Unit Topography and Physiography*—This component describes the topography and physiography of the park proper. It contains a GIS map depicting the park’s topographic and hydrologic features, use areas and recognized place names.

**Item 3.5**

*Unit Soils Inventory*—This component identifies, classifies and describes the soils found within the park unit. This section includes a soils classification map for the park, and a ‘soil suitability matrix’ which identifies the “degree of suitability” of each soil type for development and recreation purposes.

**Item 3.6**

*Unit Upland and Wetland Vegetation Inventory*—This section provides a general description of the vegetation found within the park. It includes generalized vegetation and, where applicable, timber typing and wetlands inventory maps of the park. These maps also identify any areas within the park that have been designated as State “Scientific” or “Natural Areas” by the Idaho Park and Recreation Board.

**Item 3.7**

*Issues of Special Concern*—This component identifies and discusses issues that can significantly impact components of the park’s ecosystem. Topics typically include endangered and threatened species, insect infestation, frequent flooding, earthquake hazards and fire danger.

**Item 3.8**

*Scenic Inventory*—This section provides an inventory of the significant “visual assets” that exist both within and outside of the park’s boundaries. It includes an 11”x17” photo sheet of oblique aerials, accompanied by a scenic inventory guide map showing photo orientation.

**HUMAN SYSTEMS SURVEY**

**Item 3.9**

*County Comprehensive Plans and Ordinances*—This component examines local county comprehensive plans and zoning ordinances and identifies those regulations that may affect proposed use and development of the park.

**Item 3.10**

*Associated Planning Documents*—This section identifies planning documents produced by other governmental agencies that, if applicable, might also affect proposed use and development of the park.

**Item 3.11**

*Initial Park Development Plan*—This section is included in a park’s master





plan when a previous plan exists for the park. It contains an executive summary of the previous master plan, including its date of adoption.

**Item 3.12**

*Adjacent Land Ownership, Jurisdiction and Use*—This component identifies the size, ownership, and existing land use of properties adjacent to the park. It also identifies the jurisdiction in which the parcels lie.

**Item 3.13**

*Local Transportation Network*—This section identifies the arterial and collector roads in the immediate vicinity of the park. It also addresses traffic volume. Maps depicting the transportation network should also be included in this section of the master plan.

**Item 3.14**

*Existing Utility Infrastructure*—This component identifies the utility infrastructure that currently provides service to the park. It includes location and size of water, sewer, electrical, gas and telephone service lines and equipment.

**Item 3.15**

*Facility Inventory, Analysis and Staffing*—This section locates, identifies and evaluates recreational, administrative, and maintenance facilities that currently exist within the park. It also reviews park staff, the “high use” season, and hours of daily operation.

**Item 3.16**

*Existing Land Use Agreements*—An enumeration and description of all leases and agreements on park land are documented in this section.

**Item 3.17**

*Historical and Cultural Resources*—This component locates, identifies and evaluates historical and cultural resources that are known to exist within the park.

**Item 3.18**

*Archaeology*—This section reviews any archaeological studies that may have been performed at the park and identifies pertinent archaeological finds.

**CHAPTER FOUR - RECREATION SUPPLY AND DEMAND**

**Item 4.1**

*Area Market Breakdown*—This section identifies the point-of-origin of park visitors. Graphic representations of numbers should also be utilized in this chapter.

**Item 4.2**

*Area Population and Growth Projections*—This component traces the history of population growth within the region, provides future population projections, and evaluates the impact the projected population change will have on recreational demand at the park.

**Item 4.3**

*Outdoor Recreation Activity Participation*—Utilizing the most recent State-wide Comprehensive Outdoor Recreation and Tourism Plan (SCORTP), this section synthesized the outdoor recreation activity participation for the planning region in which the park is located.

**Item 4.4**



*Area Recreational Opportunities*—This section consists of an inventory of existing recreational facilities and opportunities in the park area.

**Item 4.5**

*Current Park Visitor Profile*—Utilizing park visitor survey information, this component provides a profile of typical park users.

**Item 4.6**

*Historic Park Visitation Statistics*—This section provides annual day-use and, where applicable, camper visitation statistics over the previous five to ten years. It also contains a synopsis of monthly park visitation over the previous year.

**Item 4.7**

*Projected Park Visitation*—Utilizing regional population projections and historic park visitation trends, this section projects future park visitation.

## **CHAPTER FIVE - SIGNIFICANCE, CLASSIFICATION, MISSION, AND GOALS/OBJECTIVES**

**Item 5.1**

*Park Significance*—This component identifies the primary values for which the park was established.

**Item 5.2**

*Park Classification*—Utilizing the document entitled *State Park Classification and Resource Area Designation System*, this section identifies the park as meeting the designated criteria for one of the delineated park categories.

**Item 5.3**

*Park Mission and ‘Vision’ Statements*—This section contains the current, or revised, park mission statement and presents a ‘vision’ of what the park will be in the future. The park’s mission and vision statement must be in alignment with the agency mission, vision and preferred future as outlined in the strategic plan.

**Item 5.4**

*Park Goals and Objectives*—This section sets goals and establishes objectives that will guide the park towards fulfilling its mission and realizing its vision. The park’s goals and objectives must be in alignment with the mission and vision statements previously developed for the park.

## **CHAPTER SIX- RESOURCE AREA & FACILITY DESIGNATION**

**Item 6.1**

*Resource Area Designations*—Utilizing the document entitled *State Parks Classification and Resource Area Designation System*, this section establishes levels of development and protection for all land within the park, identifies appropriate visitor activities, and outlines specific area management objectives.

**Item 6.2**

*Preferred Alternative Selection Process*—This component documents the preferred alternative selection process. This process was designed to: (1) concisely define controversial land use, facility development and operational issues; (2) present a full range of realistic alternatives that address these issues; (3) establish criteria for



evaluating the alternatives; and (4) select the preferred alternative.

**Item 6.3**

*Proposed Development, Land Use Plan and Facility Designation*—This section identifies the additional use areas and facilities that will be required for the park to fulfill its mission and realize its vision. It also determines the location and scale of the actions proposed. This includes information on operational impacts of new developments. It also contains a list of development priorities and cost estimates in tabular format.

**Item 6.4**

*Proposed Land Acquisitions*—Any acquisitions of adjacent lands, or inholdings within the park, which are critical to fulfill the park’s mission and vision are identified and evaluated in this section.

**SIDEBARS**

Sidebars are brief, interesting stories about the people, places or events connected to the park or the surrounding region. They are captivating vignettes that spark the imagination and draw readers through the master plan document. Sidebars should be sprinkled throughout the master plan at the approximate rate of one per chapter.

**APPENDIX**

The appendix contains supplementary information that has been referenced in the text of the master plan. Items that may be included in the appendix are: meeting agendas, supplementary maps, survey instruments, preferred alternative selection tables (including criteria for selection), the resource area evaluation table, comments from the public open house and the results of suggestions/requests made there, letters of concurrence or approval and other supplementary items which are valuable, but better suited for inclusion outside the text of the master plan.

**BIBLIOGRAPHY**

The bibliography documents all sources consulted or quoted in the preparation of the master plan document.



## Park Master Plan Components


Table  
9.1

Text Key	Plan Components	Text	Table/Charts	Graph(s)	17" Map	Small Map(s)	x Example
<b>Preface</b>							
Item P.1	IDPR Board Resolution	X					A.1
Item P.2	Acknowledgements	X					
<b>Chapter One - Introduction</b>							
Item 1.1	Future at a Glance	X					
Item 1.2	Park and Recreation Planning and Development in Idaho	X					
Item 1.3	Agency Strategic Plan Congruency Analysis	X					
Item 1.4	Preliminary Policy Statements	X					
Item 1.5	Summary of Public Input	X	X				
<b>Chapter Two - Local Context</b>							
Item 2.1	Location and Geographic Overview	X				X	
Item 2.2	Economic Overview	X					
Item 2.3	Regional History	X					
Item 2.4	Park-Community Relationship	X					
Item 2.5	Park Chronology	X					A.2
<b>Chapter Three - Resource Inventory</b>							
Item 3.1	Climatological Summary	X	X	X			
Item 3.2	Regional Geology	X					
Item 3.3	Wildlife Inventory	X					
Item 3.4	Unit Topography and Physiography	X			X		
Item 3.5	Unit Soils Inventory	X	X		X		
Item 3.6	Unit Upland & Wetland Vegetation Inventory	X	X		X		
Item 3.7	Issues of Special Concern	X					
Item 3.8	Scenic Inventory	X			X		
Item 3.9	County Comprehensive Plans and Ordinances	X					
Item 3.10	Associated Planning Documents	X					
Item 3.11	Initial Park Development Plan	X	X				
Item 3.12	Adjacent Land Ownership Jurisdiction and Use	X			X		
Item 3.13	Local Transportation Network	X				X	
Item 3.14	Existing Utility Infrastructure	X					
Item 3.15	Facility Inventory, Analysis and Staffing	X			X		
Item 3.16	Existing Land Use Agreements	X					
Item 3.17	Historical and Cultural Resources	X			X		
Item 3.18	Archaeology	X				X	
<b>Chapter Four - Recreation Supply and Demand</b>							
Item 4.1	Area Market Breakdown	X	X				
Item 4.2	Area Population and Growth Projections	X		X			
Item 4.3	Outdoor Recreation Activity Participation	X	X				
Item 4.4	Area Recreational Opportunities	X					
Item 4.5	Current Park Visitor Profile	X	X	X			
Item 4.6	Historic Park Visitation Statistics	X		X			
Item 4.7	Projected Park Visitation	X		X			
<b>Chapter Five - Park Significance, Classification, Mission and Goals/Objectives</b>							
Item 5.1	Park Significance	X					
Item 5.2	Park Classification	X					
Item 5.3	Park Mission and 'Vision' Statements	X					
Item 5.4	Park Goals and Objectives	X					
<b>Chapter Six - Land Use Classification and Facility Designation</b>							
Item 6.1	Park Resource Area Designations	X			X		
Item 6.2	Preferred Alternative Selection Process	X	X				
Item 6.3	Proposed Development, Land Use Plan & Facility Designation	X	X		X		
Item 6.4	Proposed Land Acquisitions	X			X		
<b>Sidebar</b>		X					
<b>Appendix and Bibliography</b>							

# chapter 10 - implementation plans

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Implementation Plans Graphic ..... Table 10.1



“Thinking across boundaries, or integrative thinking, is the ultimate entrepreneurial act . . . Call it holistic thinking. To see problems and opportunities integratively is to see them as wholes related to larger wholes . . . Blurring the boundaries and challenging the categories permits new possibilities to emerge, like twisting a kaleidoscope to see the endless patterns that can be created from the same set of fragments.”  
Rosabeth Moss Kanter



# IMPLEMENTATION PLANS

## SUMMARY

Implementation plans provide the required detail to achieve the actions proposed in the master planning document and to meet the goals and objectives outlined in Chapter 5 of the master plan. They include the Park Resource Management Plan, Park Visitor Experience/Customer Service Plan, Park Operations and Facilities Plan, and the Park Marketing Plan.

Implementation plans are produced by those individuals within the agency having the greatest expertise in the subject matter. The plans are housed at the park level, can be modified as necessary by the park manager, and are anticipated to have a two-year shelf life.

At the planning review team meeting held during week 52 of the master plan process, the team members will prioritize the production of the four implementation plans and identify projects that are to be added to the park’s acquisition, development and maintenance (ADM) list as a result of the actions called for in the master plan.

A summary listing of the general contents and the authors of these plans is shown on Table 10.1.



**PARKS and RECREATION**

**BE HAPPIER** • *Build Family Unity* • **Feel Great**  
**take care of latch key children** • **reduce unemployment**  
**INCREASE COMMUNICATION SKILLS** • *Expand knowledge*  
*Lose weight* • **diminish chance of disease** • **build self-esteem**  
**reduce stress** • *promote sensitivity to cultural diversity*  
**eliminate loneliness** • **INCREASE COMMUNITY PRIDE** • *Reduce Crime*  
**provide safe places to play** • *generate revenue* • **lower health care costs**  
**MEET FRIENDS** • *educate children and adults* • **RELAX**  
**KEEP BUSINESS FROM LEAVING** • **Elevate Personal Growth**  
*strengthen neighborhood involvement* • *conquer boredom* • **provide child care**  
**BOOST ECONOMY** • *curb employee absenteeism* • *increase tourism*  
*build strong bodies* • *increase property value* • **attract new business**  
**Preserve plant and animal wildlife** • *instill teamwork*  
**live longer** • **create memories** • **PROTECT THE ENVIRONMENT**  
**CLEAN AIR AND WATER** • *boost employee productivity* • *look better*  
*enhance relationship skills* • *decrease insurance premiums* • **CONTROL WEIGHT**  
**OFFER PLACE FOR SOCIAL INTERACTION** • *diminish gang violence*  
**TEACH VITAL LIFE SKILLS** • *Provide space to enjoy nature...*

**THE BENEFITS ARE ENDLESS...**™

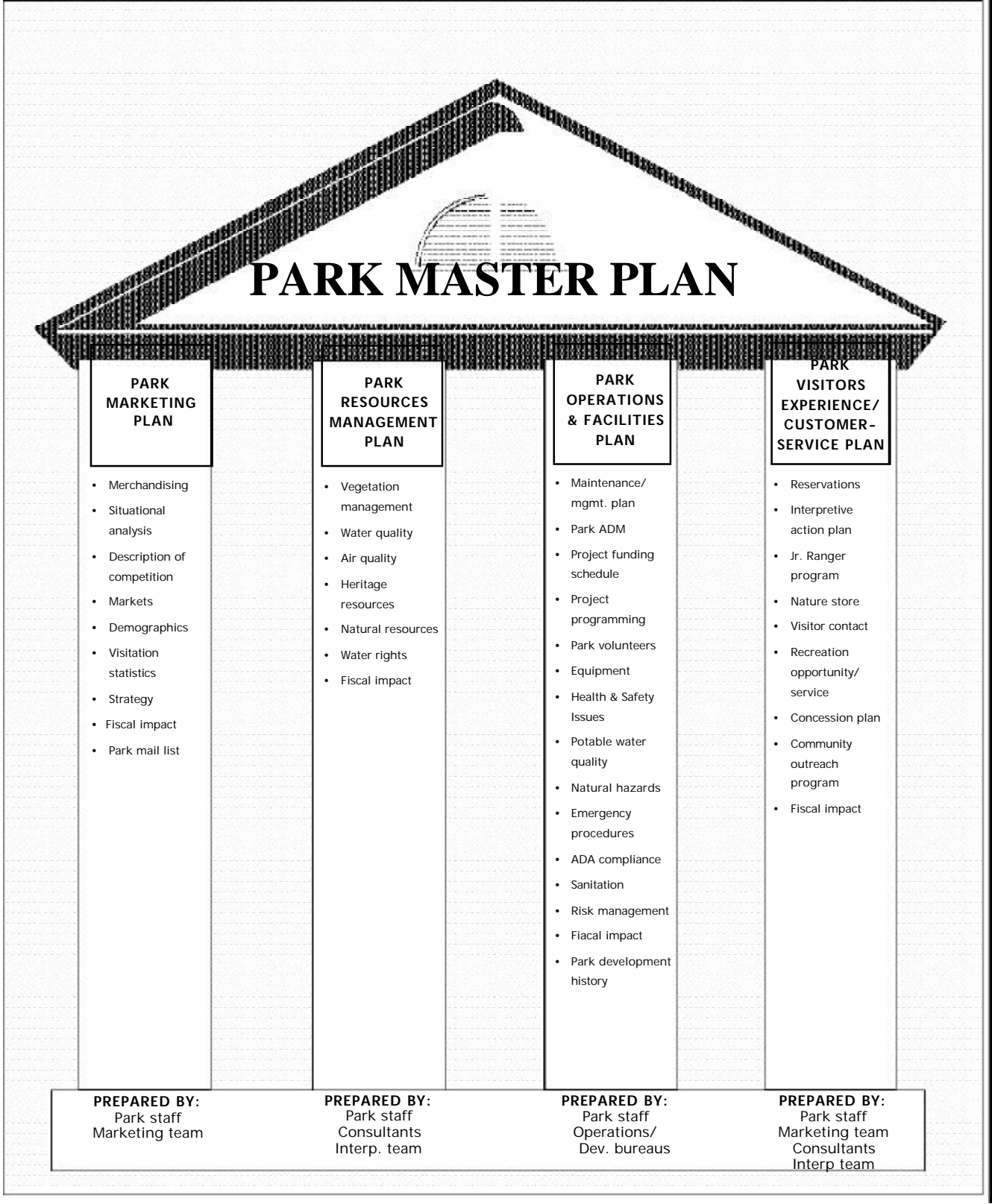
© National Recreation and Park Association

Implementation plans provide the required detail to achieve the actions proposed in the master plan. Realization of the actions outlined in the implementation plans provide many of the benefits noted above.



Implementation Plans

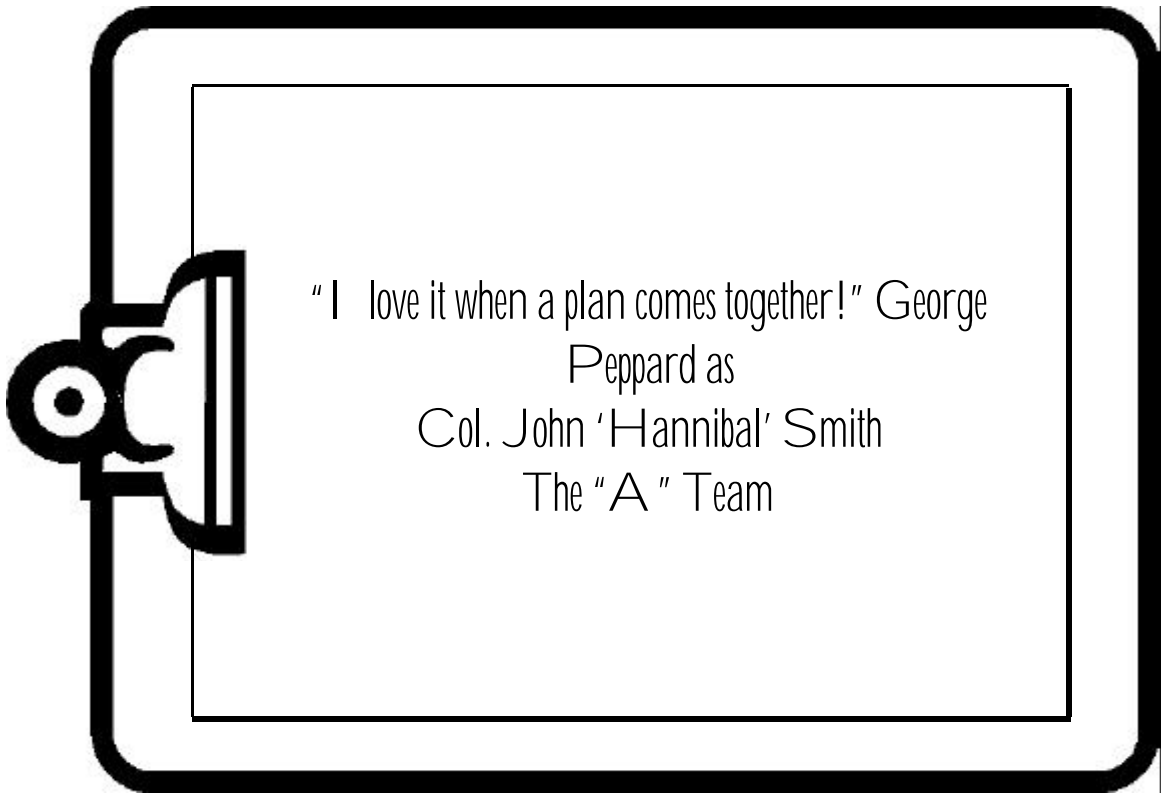
Table 10.1





# appendix

IDPR Board Resolution .....A.1  
Park Chronology .....A.2  
Master Plan Addendum .....A.3



IDAHO PARK AND RECREATION BOARD RESOLUTION

Appendix  
**A.1**

WHEREAS, the Director of the Idaho Department of Parks and Recreation (IDPR) has presented to this Board for approval the final draft of the Eagle Island State Park Master Plan (MP) prepared by Beck & Baird, Landscape Architecture-Planning-Urban Design consultants of Boise, Idaho; and

WHEREAS, the consultant employed the planning process outlined in the IDPR State Park Master Plan Guidelines approved by the Board in May 1997; and

WHEREAS, the planning effort was founded upon the original Eagle Island State Park General Development Plan, prepared by Richard Carothers and Associates of Boise, Idaho and approved by the Board in November 1980; and

WHEREAS, the actions proposed in this update reflect a reasoned synthesis of input received from the general public, park visitors, the Eagle Island MP Citizens Advisory Committee, the IDPR Eagle Island MP Planning Review Team, Eagle Island State Park staff, and

WHEREAS, the preliminary draft plan was presented to, and favorably received by, the Idaho Park and Recreation Board during its meeting at the Herrett Center in Twin Falls on May 18, 2000; and

WHEREAS, the preliminary draft plan was made available to the public for final review and comment during two open house sessions conducted at the Eagle City Library on July 11, 2000; and


WHEREAS, presentations of the draft plan were made to, and favorably received by, Ada County Development Services staff, the Ada County Planning and Zoning Commission, the Treasure Valley Partnership and the City of Eagle Parks and Pathways Committee; and


WHEREAS, additional agency reviews and public input will be received during future applications to Ada County for Conditional Use Permits for the construction of specific improvements; and


WHEREAS, the Board finds that the actions proposed are congruent with the agency's vision statement, and will further the attainment of the goals outlined in the agency's strategic plan *Horizons: Strategic Direction for the Idaho Department of Parks and Recreation 2001- 2005*; and

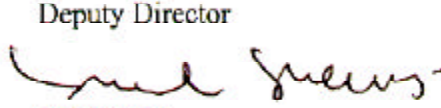
WHEREAS, the Board finds that the final draft of the Eagle Island State Park MP supports the mission of the Idaho Department of Parks and Recreation as defined by the Idaho Legislature by presenting long-range acquisition, development and management direction that will provide for the optimum use and enjoyment of the park while safeguarding its qualities;

NOW, THEREFORE, BE IT RESOLVED that the Idaho Park and Recreation Board approves the final draft of the Eagle Island State Park Master Plan dated November 9, 2000.

  
Glenn E. Shewmaker  
Chair, Idaho Park and Recreation Board

  
Yvonne S. Ferrell  
Director, Idaho Department of Parks & Recreation

  
Bill Dokken  
Deputy Director

  
Merl Mcws  
Chief, Development Bureau





## PONDEROSA STATE PARK CHRONOLOGY

**January 12, 1905.** *Long Valley Advocate* Publisher John R. Wallis wrote an editorial that said the land around Payette Lake should be a state park.

**February 2, 1905.** *Idaho Statesman* newspaper ran an editorial supporting a state park around Payette Lake.

**March 9, 1905.** *Long Valley Advocate* Publisher John R. Wallis, wrote an editorial explaining that a state park could not be created around Payette Lake because it is school endowment lands. Idaho would have to purchase the land from the schools.

**September 27, 1906.** State Legislature passed a resolution to make the land around Payette Lake a state park.

**Summer 1918.** The Columbian Club of Boise pushed a resolution through the Legislature forbidding any timber harvesting along Payette Lake. This resolution helped preserve the old-growth ponderosa pine on the peninsula.

**December 1919.** *Report of State Lands Around Payette Lake* by F.G. Miller recommended no timber sales except for insect-damaged or diseased trees. The reason he recommended this action was due to the importance of camping and the difficulty of logging operations that would not mar the view from the lake. This report prevented extensive logging on the peninsula.

**1920s.** A horse racing track and

a baseball diamond were developed in the sagebrush flat on the southern end of the peninsula.

**1933.** The U.S. Forest Service (via the Civilian Conservation Corps) built a road to the tip of the peninsula. Some logging was conducted on the peninsula.

**1940.** University of Idaho established its Forestry Summer Camp on leased Department of Lands property for its College of Forestry, Wildlife and Range Sciences (McCall Field Campus).

**March 1941.** Master Plan and Development Outline for Payette Lake State Park prepared by the National Park Service, U.S. Department of the Interior. (See Appendix C)

**July 19, 1952.** Father Peplinski of Boise looked at site for Youth Camp (Pilgrim Cove Nazarene).

**1953.** State of Idaho Land Department creates a parks section. The peninsula is included as parks land.

**August 1, 1954.** State Lands commissioner discontinued position of caretaker at Ponderosa State Park (Formerly held by Chelsea Rockwood).

**1957.** Ponderosa State Park designated to include all lands in Valley County adjacent to Payette Lake.

**1958.** Department of Lands completes *Payette Lake Recreational Plan*. The Idaho National Guard, 116th Engineers, completed two-week encampment at Ponderosa and constructed 2-1/2 miles of road on the peninsula.

**1960.** State of Idaho Land Department hired its first parks director, J.W. Emmert. The first facilities were developed at Ponderosa State Park.

**1965.** Administration of Ponderosa State Park transferred from Department of Lands to newly created Idaho State Parks Department.

**June 1966.** Herman Koppes appointed park manager.

**1967-1969.** The development of most of the present park facilities occurred during this period. The sewer system, water system, three camping loops, deep-draft boat ramp, and rerouting of the entrance road was completed.

**October 1969.** Gene Eyraud appointed park manager. The manager's residence is built and the park is staffed year-round.

**1970.** Snowmobile program instituted in winter.

**March 15, 1973.** Park Board purchases North Beach Unit (489.90 acres) and the 827.77 acres of the Peninsula Unit from the Idaho Department of Lands for \$1,194,179.02 and \$2,017,770.08, respectively.

**April 1976.** Rick Cummins appointed park manager.

**March 1977.** Cross-country ski grooming program begins.

**1980.** Snowmobile use prohibited in the park.

**December 2, 1982.** The Park Board officially designates 305 acres within the park as a "natural area" to provide protection for specific unique natural features.

**1982.** Motorized vehicle entrance fee initiated at the park.

**December 17, 1984.** Application submitted to nominate Lily Marsh as a National Natural Landmark.

**1984.** Ponderosa Natural History

Association created.

**December 1986.** Ned Jackson appointed park manager.

**December 1989.** Dennis Coyle appointed park manager.

**November 19, 1991.** Department of Lands conveys 58.53 acres (land formerly leased to the Silver Sage Girl Scout Council) to IDPR for inclusion into the park.

**February 24, 1992.** Organizational meeting, Ponderosa GDP Advisory Committee.

**March 30, 1992.** Public Workshop on Ponderosa GDP McCall, Idaho.

**August 4, 1993.** Park and Recreation Board tentatively approves the preliminary general development plan at its meeting in Boise.

**December 7, 1993.** All-day public open house held in McCall at the Ponderosa State Park's visitor center to present preliminary draft and receive comments.

**December 14, 1993.** All-day public open house held at Boise headquarters to present preliminary draft to the public.

**April 25, 1994.** Concepts and proposals to be included in final draft presented at meeting with Valley County Commissioners and city of McCall planning agencies.

**April 29, 1994.** Final GDP concepts presented to IDPR Board at McCall board meeting, including comments made at joint agency meetings.

**June 23 1994.** Park and Recreation Board approves *Ponderosa General Development Plan* at regular meeting in Boise.



Old Mission State Park  
Draft Master Plan  
ADDENDUM

Appendix  
A.3

After review of the draft master plan for Old Mission State Park, a number of needed modifications were noted. In order to identify those modifications for plan reviewers who must give approval to the plan, this addendum was created. Information which has been revised from the **draft** master plan to the **final** plan is noted by draft master plan page number and section title below. That information which is being removed has been marked as ~~strikeout text~~, while information which is being added is marked as underscored text.



## CHAPTER 1

### Page I-1, THE FUTURE AT A GLANCE

The following is an excerpt from the 1998 Idaho Statewide Comprehensive Outdoor Recreation and Tourism Planning (SCORTP) Assessment and Policy Plan. This document is the most comprehensive source of Idaho information on outdoor recreation and tourism available. It was designed by a multi-agency planning team to assist in the decision-making needs of a variety of tourism providers. These ‘mega-trends’ will have an impact on everything we do. These insights are particularly timely and relevant with regard to the historic, extractive, resource-based economy of the region in which Old Mission State Park is located.

### Page I-2, PARK AND RECREATION PLANNING AND DEVELOPMENTS IN IDAHO, Policy

*Planning.* Few responsibilities of a state park system are more important than planning. To ensure people’s recreating needs will be met by the state park system, there should be current and advance planning for recreation facilities and services. Such planning shall follow the *Master Plan Guidelines* document adopted by the Board. Planning shall be in conformance with the ~~supply, demand, and needs as outlined in the~~ Idaho Statewide Comprehensive Outdoor Recreation and Tourism Plan (SCORTP).

A state park classification system has been adopted to aid in the proper planning, development, and management of park lands. ~~Five~~ Four classifications have been defined: natural, recreational, and historical, park, cultural, ~~and off-road vehicle and recreation~~ trailway.

### Page I-3, PARK AND RECREATION PLANNING AND DEVELOPMENTS IN IDAHO, Policy

*Development.* Services and facilities shall be in accordance with the ~~Operations and Facilities Plan~~ park classification and land use classifications (zoning) for use and development of each park. Considerations for facilities and service shall be:

6. Access for people with disabilities will be provided in all new development.

### Page I-3, PARK AND RECREATION PLANNING AND DEVELOPMENTS IN IDAHO, Goals

#### Goals

~~SCORTP has established long-range planning guidelines which help IDPR in the development of outdoor recreation programs. The SCORTP identifies six goals for the implementation of outdoor recreation programs.~~

- ~~1. Ensure that Idahoans and visitors continue to have adequate amounts of quality outdoor recreation opportunities with special emphasis on urban centers.~~
- ~~2. Maintain, identify, and protect outstanding examples of Idaho’s natural, cultural, recreational, and historical resources for the future enjoyment of Idahoans and visitors.~~

3. ~~Enhance Idaho's outdoor recreation environment.~~
4. ~~Encourage nonconsumptive energy related outdoor recreation programs.~~
5. ~~Ensure the provision of a full range of environmental interpretation services.~~
6. ~~Ensure that outdoor recreation programs and development are compatible with land use policies and resource limitations in Idaho.~~

### **Direction**

The State Comprehensive Outdoor Recreation and Tourism Plan (SCORTP) has established areas of emphasis which provide guidance to IDPR and other outdoor recreation providers in the development of outdoor recreation programs and facilities. The 1998 SCORTP identifies the following areas of emphasis.

1. Agency and other planning efforts should consider the guidance provided in the State Comprehensive Outdoor Recreation/Tourism Plan.
2. Updates of SCORTP should consider guidance provided by agency and other planning efforts.
3. Continue the cooperation between the Idaho Recreation/Tourism Initiative Partners, the State Travel Council, the Idaho Rural Partnership and other statewide entities interested in the recreation/tourism field.
4. Strengthen the role of the Regional Travel Councils for coordinating recreation/tourism policies and actions at the local level. Encourage the focus on integrating recreation initiatives with rural tourism efforts as outlines in the Idaho Rural tourism Development Plan and the General Community Programs.
5. Maintain public access to public recreation/tourism opportunities.
6. Promote and provide for the safe and enjoyable use of public recreation/tourism facilities and opportunities.
7. Comply with the "Americans with Disabilities Act" requirements to make facilities accessible to all people.
8. Consider opportunities to disperse use from the more heavily used areas to more lightly used areas. Consider marketing lightly used areas and demarketing over use areas.
9. Simplify the user fee system to make public participation easy.
10. Look for ways to finance recreation facility needs beyond the traditional governmental budget appropriation process.
11. Resolve conflicts between user groups. Consider improved signing, public information programs on etiquette, facilitating better communications between client groups and providing more facilities.
12. Consider providing more recreation facilities close to population centers.
13. Consider new state park sites in southeastern and southwestern Idaho.
14. Consider expanding state park campsites in Northern Idaho.
15. Complete the Idaho Wetlands Classification map.

In addition to these goals areas of emphasis, IDPR has adopted three goals the following directives related to energy, life cycle costing, and revenue-generating facilities.

1. Utilize innovation and new technology in energy conservation relative to park and recreation areas and facilities. This would include project elements that would demonstrate innovative and cost-effective on-site generation of energy in forms which are not dependent on extractive fuels, e.g., solar hot-water systems and active solar-heat systems. It also includes project elements which demonstrate

innovative and cost-effective methods of conserving energy through the design of sites and buildings, i.e., the use of natural features such as the sun, wind, landscaping, and topography to passively heat, cool, and illuminate. (Executive Order 96-18.)

2. ~~To~~ Initiate life-cycle costing as a technique whereby the long-term maintenance and operating costs of a building or product are considered in addition to its original purchase price or construction costs. (Executive Order 94-11.)
3. ~~To develop revenue generating recreation facilities. Operating budgets for all Idaho state agencies, including IDPR, are limited. For IDPR, this means increasing difficulty in fulfilling the growing demand and need for recreational facilities and services. To combat current economic trends—budget limitations and inflation—IDPR has suggested that recreation facilities capable of generating revenue be developed to supplement or sustain operating budgets.~~
3. Address areas of priority emphasis the Idaho Park and Recreation Board has identified for project development. Emphasis areas include projects which: will be income-producing and make the trend of nonreliance on the General Fund for operating expense a reality; will provide opportunities for education and interpretation on natural, historical, and cultural resources; acquire lands critical to the department's mission, e.g., inholdings, buffer areas, historic preservation sites, or critical recreation sites; enable utilization of volunteers to help operate and maintain parks; and provide agency coordination efforts to furnish trailhead facilities and parking areas to provide access to land managed by others. (Board Directives - 10/29/98)

#### Page I-4, PRELIMINARY POLICY STATEMENTS, Introduction

4. The MP will establish the classification of the park using the criteria outlined in the *IDPR State Park Land Classification System* (~~1998~~1999).
10. The MP will assume that operation and maintenance of the eastern one-half of the proposed Plummer-Mullan Rail Trail will be the responsibility of Old Mission State Park staff, and that ~~this function will be based at the park~~ maintenance facilities will be based outside the park.

#### Page I-5, SUMMARY OF PUBLIC INPUT

#### Page I-7, SUMMARY OF PUBLIC INPUT

#### **Insert** after The Planning Review Team, ISSUE IDENTIFICATION AND PRIORITIZATION FINAL PLANNING REVIEW TEAM MEETING

The Planning Review Team gathered for a final meeting on February 8, 1999 at Idaho Department of Parks and Recreation (IDPR) headquarters in Boise. The purpose of the meeting was to prioritize and schedule completion dates for implementation plans to support the Old Mission State Park master plan. Individuals in attendance included: IDPR Director Yvonne Ferrell, Deputy Director Bill Dokken, Region 1 Board Member Bob Haakenson, Park Manager Bill Scudder, Development



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**BE HAPPIER** • *Build Family Unity* • **Feel Great**  
**take care of latch key children** • **reduce unemployment**  
**INCREASE COMMUNICATION SKILLS** • *Expand knowledge*  
*Lose weight* • **diminish chance of disease** • **build self-esteem**  
**reduce stress** • **promote sensitivity to cultural diversity**  
**eliminate loneliness** • **INCREASE COMMUNITY PRIDE** • *Reduce Crime*  
**provide safe places to play** • *generate revenue* • **lower health care costs**  
**MEET FRIENDS** • *educate children and adults* • **RELAX**  
**KEEP BUSINESS FROM LEAVING** • **Elevate Personal Growth**  
*strengthen neighborhood involvement* • *conquer boredom* • **provide child care**  
**BOOST ECONOMY** • *curb employee absenteeism* • *increase tourism*  
*build strong bodies* • *increase property value* • **attract new business**  
**Preserve plant and animal wildlife** • *instill teamwork*  
*live longer* • **create memories** • **PROTECT THE ENVIRONMENT**  
**CLEAN AIR AND WATER** • *boost employee productivity* • *look better*  
*enhance relationship skills* • *decrease insurance premiums* • **CONTROL WEIGHT**  
**OFFER PLACE FOR SOCIAL INTERACTION** • *diminish gang violence*  
**TEACH VITAL LIFE SKILLS** • *Provide space to enjoy nature...*

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